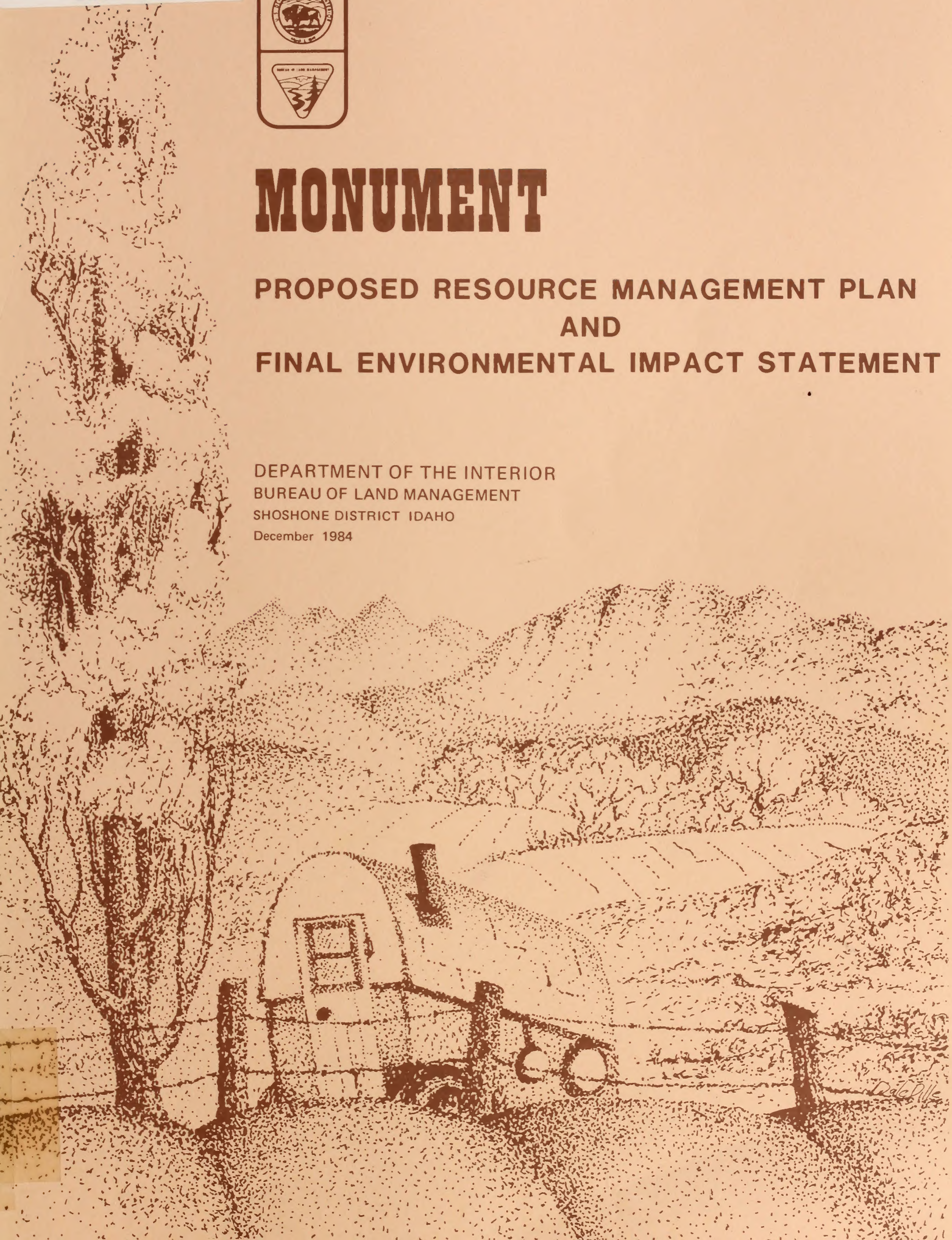
BLM LIBRARY
88013434

MONUMENT

PROPOSED RESOURCE MANAGEMENT PLAN
AND
FINAL ENVIRONMENTAL IMPACT STATEMENT

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SHOSHONE DISTRICT IDAHO
December 1984



88013434

Library
D-553A, Building 50
Denver Federal Center
P. O. Box 25047
Denver, CO 80225-0047

SF
85.35
.I2
M66
1984b

PROPOSED MONUMENT RESOURCE MANAGEMENT PLAN

and

FINAL ENVIRONMENTAL IMPACT STATEMENT

Prepared by
Department of the Interior
Bureau of Land Management
Shoshone District

Clair M. Whitlock
State Director, Idaho

Bureau of Land Management
Library
Bldg. 50, Denver Federal Center
Denver, CO 80225

PART I

PROPOSED
RESOURCE MANAGEMENT PLAN

TABLE OF CONTENTS

Page No.

PREFACE

Changes . . . v
  Format . . . v
  Italics . . . v
  Transfer Areas . . . v
  Wilderness . . . vi
  Livestock Stocking . . . vi
  Vegetation . . . vi
  Threatened and Endangered Plants . . . vii
  Soils . . . vii
  Wildlife Habitat . . . vii
  Lands for Local and State Government Needs . . . vii
  Areas of Geologic Interest . . . vii
  Economics . . . viii
  Public Participation . . . viii
  Other . . . viii

PROPOSED MONUMENT RESOURCE MANAGEMENT PLAN

Introduction . . . 1
  Plan Approval . . . 1
  Protest Provision . . . 1
  Final Wilderness EIS . . . 2
Description of the Planning Area . . . 3
Issues . . . 3
Planning Criteria . . . 4
Consistency Determination . . . 4
Monitoring and Evaluation . . . 5
General Provisions for Multiple Use and Transfer Areas . . . 6
  Limited Use Areas . . . 6
  Moderate Use Areas . . . 7
  Intensive Use/Development Areas . . . 7
  Transfer Areas . . . 7
Goals . . . 7
Objectives . . . 8
Management Prescriptions . . . 8
  Multiple Use and Transfer Areas . . . 8
    M1-Moderate Use . . . 9
    L1-WSA Recommended Suitable . . . 9
    L2-Great Rift WSA Recommended Suitable . . . 9
    L3-Sand Butte ORV Closure . . . 10
    L4-ACEC-Substation Tract Relict Vegetation Area . . . 10
    L6-ACEC-Vineyard Creek Natural Area . . . 10
    L7-ACEC-Box Canyon/Blueheart Springs Sensitive Area . . . 11
    L8-Little Wood River SRMA . . . 12
    L9-Snake River Rim SRMA . . . 12

TABLE OF CONTENTS (Cont.)

Page No.

L10-Cedar Fields SRMA 13
L11-Isolated Tracts 13
L12-Areas of Geologic Interest 14
T1-Transfer 14
T2-Transfer-Agricultural Entry 15
T3-Jerome County Canyon Rim Transfer 15
T4-Bureau of Reclamation Transfer 15
Other Resource Uses 16
Fire Management 16
Wildlife Habitat 17
Livestock Forage 18
Cultural Resources 20
Soils 20
Summary of Activity Plans Required for Implementation of the Proposed Monument RMP 20
Implementation 21
Land Transfers 22
Wilderness 22
Livestock Forage 22
Rangeland Program Summary 22
Selective Management 23
Livestock Use Adjustments 24
Range Improvements and Treatments 24
Grazing Systems 25
Conversions 25
Future Livestock Use Adjustments 26
Fire Management 26
ORV Designations 26
Areas of Critical Environmental Concern 27
Support 27
Resource Management Guidelines 27
Air Quality 28
Allowable Uses 28
Areas of Critical Environmental Concern 28
Coordination With Other Agencies, State and Local Governments, and Indian Tribes 28
Cultural Resources 29
Detailed Management Plans 29
Economic and Social Considerations 29
Environmental Reviews 29
Fish and Wildlife 30
Geology, Energy, and Minerals 30
Geology, Energy, and Minerals Management 30
Location of Mining Claims 30
Leasing and Sale 31
Land Tenure Adjustment 31
Motorized Vehicle Access and Use 32
Public Utilities 32
Rangeland Management 32

TABLE OF CONTENTS (Cont.)

Page No.

Grazing Preference 32
Range Improvements, Grazing Systems, Other Range Management Practices 33
Wild Horses and Burros 33
Recreation 33
Recreation Management 33
Recreation Facilities 34
Watershed 34
Watershed Management 34
Water Improvements 34
Water Rights 34
Wilderness 34
Preliminary Recommendations to Congress 34
Areas Designated Wilderness 35
Areas Not Designated Wilderness 35
Control of Noxious Weeds 35
Standard Operating Procedures 36
Fire Management 36
Selecting Isolated Tracts for Wildlife (L11) From Agricultural Entry (T2) Areas 37
Range Improvements 37
Structural Improvements 37
Nonstructural Improvements 38
Cost Effectiveness of Range Improvements 39
Maintenance of Range Improvements 39
Grazing Systems 40
Rest-Rotation Grazing 40
Modified Rest-Rotation Grazing 40
Deferred Rotation Grazing 40
Deferred Grazing 40
Seasonal Grazing 41
Lands 41
Withdrawals 41
Transfers 42
Land Use Authorizations 44
Unauthorized Use 44
Cultural Resources 44
Rationale for Selection of the Proposed Monument RMP 45
Lands - Retention or Disposal 45
Rationale 46
Wilderness 46
Rationale 46
Livestock Grazing and Range Improvements 47
Rationale 47
Fire Management 47
Rationale 48
Soil Erosion 48
Rationale 48
Wildlife Habitat Management 49

TABLE OF CONTENTS (Cont.)

Page No.

Rationale 49
Minerals 49
Rationale 50
Lands for Local and State Governments and Other Needs 50
Rationale 50
Off-Road Vehicles (ORVs) 50
Rationale 50
Recreation 51
Rationale 51
Cultural Resources 51
Rationale 52
Special Designations 52
Rationale 52

PREFACE

CHANGES

Many changes have been made between the draft Monument RMP/EIS and the proposed Monument RMP and final EIS. The major changes are summarized below.

Format

The proposed Monument RMP has been pulled together in the first part of this document distinct from the final environmental impact statement (EIS). It is separated from the EIS by a colored divider. This has been done to allow the reader to examine the proposed RMP without looking through many sections of the EIS and appendices to pull the pieces together. Minimal reference is made between the proposed RMP and the final EIS. Although some duplication has resulted from this format, the added reader convenience is worthwhile.

The appendices have also been separated from the final EIS by a colored divider to help the reader find sections of interest more easily.

Italics

Changes made to the text have been italicized to help the reader distinguish the changes more easily.

Transfer Areas

The number of acres available for transfer have been increased in Alternative B. This is in response to new proposals received since the draft RMP/EIS was printed and some agricultural and occupancy trespasses that were inadvertently overlooked when the draft was prepared. The net result is an additional 1,715 acres considered for transfer in Alternative B.

The number of acres available for transfer have been decreased in Alternative C. Although some areas were added to a transfer category because of the reasons described above, many areas were deleted from transfer categories. The primary reason for deleting areas from transfer was public comment regarding wildlife habitat. Over 1,100 acres were added to L11, Isolated Tracts. Nearly 2,200 acres considered potentially valuable for pronghorn winter habitat were removed from the transfer category. The net result is 2,158 acres less considered for transfer in Alternative C.

The changes in transfer acreage have affected the estimates of effects on livestock grazing, wildlife populations, and economics.

Wilderness

Appendix F, Detailed Discussion of Areas Being Studied for Wilderness, has been deleted from the final EIS. A separate final wilderness EIS will be prepared for the suitability recommendations made in the Monument RMP. It will contain a detailed analysis and rationale for the suitability recommendations. All individuals and organizations on the Monument RMP mail list will receive a copy of the final wilderness EIS.

Livestock Stocking

The livestock stocking level has been changed in each alternative. The minor changes in stocking level for Alternatives A and D are also due to errors in the draft. For Alternative B, the stocking level is 123 AUMs lower than in the draft because of the greater acreage in a transfer category, and because of inadvertent errors in the draft. For Alternative C, the stocking level is nearly 1,900 AUMs lower than in the draft, even though 2,158 acres less is considered for transfer. This is due primarily to an error in the draft.

Vegetation

The cheatgrass/fire interrelationship is explained in more detail in the final EIS in response to public comments.

Threatened and Endangered Plants

The discussion of threatened and endangered plants in the final EIS includes new information obtained since the draft was prepared.

Soils

The discussion of soils and soil erosion has been expanded in the final EIS to better explain the erosion situation in the planning area. This has been done in response to public comment.

Wildlife Habitat

The effect of the management actions in Alternative C on wildlife populations has been changed slightly. This is because less acreage is included in a transfer category and more acreage is included in the Isolated Tracts program.

The percentage of T2, Transfer-Agricultural Entry, lands that could be retained and managed as L11, Isolated Tracts, has been increased from 15 to 25 percent. The discussion of riparian habitat has been expanded. The "trigger level" for monitoring big game populations on winter range has been lowered from 30 percent decrease to 15 percent decrease. These changes were made in response to public comment.

Lands for Local and State Government Needs

A phrase has been added to the description of T2, Transfer-Agricultural Entry, areas to make these areas available for local and State government needs. This was done to ensure that these areas could be considered for sanitary landfills, parks, or other facilities.

Areas of Geologic Interest

A total of 1,675 acres has been added to the Areas of Geologic Interest shown on Map 8. This was done to include the unique features around Sand

Butte in response to public comment. In addition, approximately 220 acres encompassing Sand Butte would be closed to ORV use to protect unique geologic features in Alternatives C and D if Congress does not include the Sand Butte WSA in the National Wilderness Preservation System.

Economics

The discussions of economics have been expanded to include an estimate of the effects on existing farms of developing new farmland and the effects on electricity costs of removing water from the Snake River Plain Aquifer for irrigation. This was done in response to public comment.

Public Participation

Chapter 5 has been expanded to include public comments on the draft RMP/EIS and BLM's responses to comments. Chapter 5 has also been updated to include public participation activities that took place after the draft was prepared.

Other

Numerous other minor changes have been made to correct data errors, oversights, and typographic errors in the draft and to clarify sections of text that may have been misleading.

PROPOSED MONUMENT
RESOURCE MANAGEMENT PLAN

INTRODUCTION

The proposed Monument RMP is the land use plan that BLM proposes to approve for guiding resource management in the Monument Planning Area for the next 15 to 20 years. The proposed Monument RMP is a modification of Alternative C, the Preferred Alternative, in the draft Monument RMP/EIS.

Plan Approval

The Monument RMP will be approved by the State Director no sooner than 30 days after the Environmental Protection Agency (EPA) publishes a notice of filing of the final EIS in the **Federal Register** and pending final action on any protest that may be filed. Approval will be withheld on any portion of the RMP being protested until final resolution has been completed on such protest. Before the RMP is approved, public notice will be given if there is a significant change made to the proposed Monument RMP and the public will have the opportunity to comment on the change. Approval of the RMP will be documented in a record of decision meeting the requirements of the National Environmental Policy Act of 1969 (NEPA).

Protest Provision

The procedures for raising a protest about the proposed Monument RMP are contained in 43 CFR 1610.5-2, which is reprinted in its entirety below.

> **1610.5-2 Protest procedures.**
>
> (a) Any person who participated in the planning process and has an interest which is or may be adversely affected by the approval or amendment of a resource management plan may protest such approval or amendment. A protest may raise only those issues which were submitted for the record during the planning process.
>
> (1) The protest shall be in writing and shall be filed with the Director. The protest shall be filed within 30 days of the date the Environmental Protection Agency published the notice of receipt of the final environmental impact statement containing

the plan or amendment in the **Federal Register**. For an amendment not requiring the preparation of an environmental impact statement, the protest shall be filed within 30 days of the publication of the notice of its effective date.

(2) The protest shall contain:

(i) The name, mailing address, telephone number and interest of the person filing the protest;

(ii) A statement of the issue or issues being protested;

(iii) A statement of the part or parts of the plan or amendment being protested;

(iv) A copy of all documents addressing the issue or issues that were submitted during the planning process by the protesting party or an indication of the date the issue or issues were discussed for the record; and

(v) A concise statement explaining why the State Director's decision is believed to be wrong.

(3) The Director shall promptly render a decision on the protest. The decision shall be in writing and shall set forth the reasons for the decision. The decision shall be sent to the protesting party by certified mail, return receipt requested.

(b) The decision of the Director shall be the final decision of the Department of the Interior.

Protests should be filed with the Director (202), Bureau of Land Management, U.S. Department of the Interior, Washington, D.C. 20240.

Note that recommendations on wilderness study areas (WSAs) may not be protested since BLM and the Secretary of the Interior are merely making recommendations to the President. Protests on these recommendations will be returned to the protesting party.

Final Wilderness EIS

Only Congress can add an area to the National Wilderness Preservation System. BLM and the Secretary of the Interior make suitability recommendations to the President, who in turn makes recommendations to Congress.

A separate final wilderness EIS and a wilderness study report for each WSA will be prepared for the suitability recommendations made in the Monument RMP. It will contain a detailed analysis and rationale for the suitability recommendations. All individuals and organizations on the Monument RMP mail list will receive a copy of the final wilderness EIS.

DESCRIPTION OF THE PLANNING AREA

The Monument Planning Area encompasses 2,059,441 acres north of the Snake River in southcentral Idaho. It includes all of Jerome and Minidoka counties and portions of Gooding, Lincoln, Blaine, Butte, and Power counties. The area is generally bounded by Bliss on the west, American Falls on the east, the Snake River on the south, and Craters of the Moon National Monument on the north. Of the 2,059,441 acres, 57 percent (1,178,989 acres) is public land administered by BLM, 2 percent (39,576 acres) is public land administered by other Federal agencies, 3 percent (65,932 acres) is land belonging to the State of Idaho, and 38 percent (774,944 acres) is privately owned land.

The planning area is divided between two resource areas. The Bennett Hills Resource Area contains 179,926 acres of public land administered by BLM west of the Gooding-Milner Canal and the Monument Resource Area has 999,063 acres.

The map at the beginning of the final EIS shows the general location of the area. Map 1, in the back of the document, shows the land status.

ISSUES

The issues addressed by the Monument RMP pertain to the 12 resource management topics listed below.

Lands - Retention or Disposal
Wilderness
Livestock Grazing
Range Improvements
Fire Management
Soil Erosion
Wildlife Habitat Management
Minerals
Lands for Local and State Governments and Other Needs
Off-Road Vehicles
Recreation
Cultural and Historic Resources

The issues were identified through public participation. A more complete discussion of issues is contained in Chapter 1 of the final EIS.

PLANNING CRITERIA

Planning criteria were prepared to guide development of the RMP. They indicate the factors and data that must be considered in making decisions. Ten general criteria were considered:

1. Social and Economic Values;
2. Plans, programs, and policies of other Federal agencies, State and local government, and Indian tribes;
3. Existing laws, regulations, and BLM policy;
4. Future needs and demands for existing or potential resource commodities and values;
5. Public input;
6. Public welfare and safety;
7. Past and present use of public and adjacent lands;
8. Public benefits of providing goods and services in relation to costs;
9. Quantity and quality of noncommodity resource values; and
10. Environmental impacts.

More detailed planning criteria can be obtained from the Idaho RMP Guidebook and the Monument Planning Area Planning Criteria. Both documents are available for review at the Shoshone District Office.

CONSISTENCY DETERMINATION

BLM's Resource Management Plans must agree with and support officially approved and adopted resource-related plans (or in their absence, policies or programs) of other Federal agencies, State and local governments, and Indian tribes, so long as BLM's plans also agree with and support Federal law and regulations applicable to public lands. A special effort has been made to ensure that the proposed RMP is consistent with approved plans.

Agencies, governments, and Indian tribes were given the opportunity to identify inconsistencies with their plans during the 90-day public review period for the draft RMP/EIS. Under the terms of a Memorandum of Understanding between BLM and the Governor of the State of Idaho, BLM asked State of Idaho agencies and local government entities to identify inconsistencies. The agencies and government entities were asked to identify with which plan, policy, or program, if any, the alternatives in the draft RMP/EIS were inconsistent, and how they were inconsistent. No inconsistencies with the preferred alternative, the basis for the proposed RMP, were identified by the agencies, government, or Indian tribes.

The Governor of the State of Idaho will be given 60 days from the date of distribution of the proposed Monument RMP to identify inconsistencies and make written recommendations to the State Director. If the Governor identifies any inconsistencies and the State Director does not accept the Governor's recommendations, the State Director will notify the Governor and the Governor will have 30 days to submit a written appeal to the Director of BLM. The Director will then determine a reasonable balance between national and State interests.

The agencies, governments, and Indian tribes to whom a copy of the draft Monument RMP/EIS were sent are listed in Chapter 5 of the final EIS.

MONITORING AND EVALUATION

The results of implementing the selected RMP will be examined periodically to inform the resource managers and public of the progress of the plan. The results being achieved under the plan will be compared with the plan objectives.

Monitoring and evaluation help the resource managers

- to determine whether an action is accomplishing the intended purpose,

- to determine whether mitigating measures are satisfactory,

- to determine if the decisions in the plan are being implemented,

- to determine if the related plans of other agencies, governments, or Indian tribes have changed, resulting in an inconsistency with the RMP,

- to identify any unanticipated or unpredictable effects, and

- to identify new data of significance to the plan.

The proposed monitoring and evaluation plan for the Monument RMP is shown in Appendix A of the final EIS. The plan specifies resource components to be monitored, how they will be monitored, where they will be monitored, the estimated cost of monitoring, and a suggested threshold level that will warrant a management concern. If future monitoring shows a variation from RMP objectives warranting management concern, the reasons for the variation will be examined closely. Modification of a RMP decision may be needed, or the variation may be due to factors beyond BLM's control, such as climatic or economic fluctuations.

GENERAL PROVISIONS FOR MULTIPLE USE AND TRANSFER AREAS

Resource management plans in Idaho establish multiple use and transfer areas in the planning area. Multiple use and transfer areas are used to:

1. Clearly distinguish retention and transfer decisions;
2. Provide a geographic basis for presenting land use decisions;
3. Help ensure consistency and uniformity in Idaho RMPs; and
4. Indicate the level of resource protection, management, use, and development provided for on the public lands.

All public land in the Monument Planning Area was categorized into one of the following multiple use or transfer areas. These categories reflect the general intent of the management decisions made for the included areas. More site-specific categories were established within those discussed below. These site-specific categories are discussed later in this proposed RMP under "Management Prescriptions."

Limited Use Areas

Limited use areas are designated where legal and policy constraints necessitate stringent environmental control. These areas will be managed for protection of sensitive and significant wildlife habitat, scenic values, cultural resources, watershed and other resources, or areas preliminarily recommended as suitable for wilderness.

Because these areas involve relatively greater environmental constraints than other areas of public lands, special attention will be given to finding appropriate locations for potentially conflicting uses. Generally, lower intensities of use are required under carefully controlled conditions to protect and preserve the values found in these areas. Public lands in a limited use area will be retained in Federal ownership.

Moderate Use Areas

Moderate use areas are generally suitable for a wide range of existing and potential uses and will be managed for production and use of their forage, timber, minerals and energy, recreation, or other values. Where conflicts occur with resources or uses, full consideration of all benefits and costs will be taken into account in resolving such conflicts. Sensitive and significant values will always be protected consistent with Federal and State law. Public lands in a moderate use area will be retained in Federal ownership.

Intensive Use/Development Areas

These areas will generally be managed for a major or large-scale intensive use/development such as a major campground, ORV area, mine, or public utility installation. No intensive use/development areas would be established in the Monument RMP.

Transfer Areas

Transfer areas are the only areas which may be transferred out of Federal ownership under this plan. Public lands declared eligible for transfer by their inclusion in this category are subject to detailed consideration prior to the final decision regarding transfer. Transfer areas are delineated in response to specific demands and needs identified during the planning process, such as agricultural development, community expansion, and other transfers, including transfer to the State of Idaho. Transfer areas will be managed on a custodial basis until transferred from Federal jurisdiction. New public investments in these lands will generally be kept to a minimum.

GOALS

Goals are general states or conditions that resource management is designed to achieve. They are generally not quantifiable. Goals are the basis for developing objectives.

For the proposed Monument RMP, a variety of resource uses would be allowed. Production and use of commodity resources and commercial use authorization would occur, while protecting fragile resources and wildlife habitat, preserving natural systems and cultural values, and allowing for nonconsumptive resource uses. A balanced approach to multiple use would be pursued.

OBJECTIVES

Objectives are resource specific conditions to be achieved. They are well defined to guide future management and preparation of activity plans. Where possible, they are quantified.

Objectives for the proposed Monument RMP are included in the following discussion of Management Prescriptions.

MANAGEMENT PRESCRIPTIONS

The following management prescriptions would guide resource management activities under the proposed Monument RMP. The Statewide Resource Management Guidelines and the District Standard Operating Procedures, presented later in this proposed RMP, would also apply.

The discussion of the management prescriptions is divided into three sections. First is a discussion of management prescriptions for multiple use and transfer areas. Included is a letter designation (M for moderate use, L for limited use, T for transfer) and key number, the name of the area, the acreage, objectives for the area, and required actions to accomplish the objectives.

Next is a discussion of other resource uses that occur in more than one multiple use area.

Last is a summary of activity plans required for implementation of the proposed RMP. Activity plans are site-specific, detailed plans to be developed after approval of the RMP.

Multiple Use and Transfer Areas

Map 4 of the final EIS shows the multiple use and transfer areas for the proposed Monument RMP.

M1-Moderate Use - 826,577 acres

No special limitations or restrictions on the type or intensity of resource use would be applied in this area. Valid uses would be allowed subject to environmental review and stipulations or special conditions to protect resources. This area would be open to ORV use.

L1-WSA Recommended Suitable - 87,902 acres.

These areas would be recommended suitable for designation by Congress as a part of the Wilderness Preservation System. This includes the Raven's Eye and Sand Butte WSAs.

These areas would be recommended suitable because they are considered to have high quality wilderness characteristics. Moderate conflicts with other resource uses may be present; other resource uses may be somewhat constrained by designation of these two WSAs.

If designated wilderness by Congress, the areas would be closed to ORV use. New mining claims would be prohibited. Mineral leasing would not be prohibited by wilderness designation, but wilderness character would be considered in making mineral leasing decisions. Land uses would be restricted to those compatible with BLM's Wilderness Management Policy. Utility developments would be effectively prohibited. A wilderness management plan would be prepared for each WSA designated. The wilderness management plans would include fire suppression guidelines designed to protect or enhance wilderness character.

If not designated wilderness by Congress, the areas would generally be managed as M1 areas as described above. The exception is 3,258 acres of areas of geologic interest within the Raven's Eye and Sand Butte WSAs which would be managed as L12 areas as described below. Sand Butte (the volcanic cone, not the entire WSA) would be closed to ORV use to protect its naturalness (approximately 220 acres). No other special designations or developments would be proposed. The other restrictions on ORVs, minerals, land uses, and fire described above would not apply.

L2-Great Rift WSA Recommended Suitable - 179,990 acres

This WSA was recommended suitable for wilderness designation in a previous study. Objectives for management of the area are contained in the Great Rift Proposed Wilderness Final Environmental Impact Statement. The 179,990-acre figure represents that portion of the Great Rift WSA lying within the Monument Planning Area on BLM-administered public lands. Another 142,460 acres of public land lies within the Idaho Falls BLM District.

L3-Sand Butte ORV Closure - 1,751 acres

This area would be closed to ORV use. Otherwise, management would be the same as described for M1 areas. The ORV closure would make a more easily managed, more definite boundary along a road for exclusion of ORVs from the Sand Butte WSA. Without the L3 area, the WSA boundary would be difficult to recognize and manage as the ORV closure boundary for the Sand Butte WSA, as it doesn't follow a road or easily recognizable feature. If the Sand Butte WSA is not designated wilderness by Congress, this area would no longer be closed to ORV use.

L4-ACEC-Substation Tract Relict Vegetation Area - 440 acres

This area would be designated an ACEC to focus management attention on special values. The area contains a natural vegetation community representative of a range site that occurred commonly in the planning area prior to human caused disturbances. It is the only known remaining relict of this condition and size in the Shoshone District, and is therefore highly valuable for research and reference. Carey Act applications have been filed on all 440 acres.

Management to protect the relict vegetation community would entail retention in Federal ownership and aggressive fire control efforts. Other opportunities to reduce the risk of loss to fire would be pursued, including cooperative agreements with adjacent landowners. ORV use would be limited to designated roads and trails to protect the vegetation while allowing movement of local farm traffic. No surface occupancy associated with mineral lease development would be allowed. Livestock grazing would be prohibited to protect the vegetation.

An activity plan would be prepared to guide management and protection of the relict vegetation community, especially protection from fire.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L6-ACEC-Vineyard Creek Natural Area - 105 acres

This area would be designated an ACEC to focus management attention on special values.

Vineyard Creek is the only known spawning habitat for a unique cutthroat/rainbow hybrid trout. The habitat is threatened by sedimentation from irrigation return flow from private land. Management to protect this habitat would entail coordinating with private landowners to reduce or eliminate sedimentation caused by the irrigation return flow entering Vineyard Creek. The objective would be to lower the sediment load of the return flow below 100 ppm or to stop the return flow from entering the stream.

Vineyard Creek contains habitat that may be suitable for the Bliss Rapids snail, a candidate endangered species. The habitat in Vineyard Creek is similar to that of Box Canyon which supports a population of the snail. Future resource uses and proposals would be closely examined to ensure that snail habitat would not be adversely affected or that adverse effects could be mitigated.

This area lies within the proposed Dry Cataracts National Natural Landmark. Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, would be protected from human disturbances that would degrade their naturalness. Mineral material sales and free use would be prohibited.

The Vineyard Creek area is a very scenic and unique area. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality and naturalness. No surface occupancy associated with mineral lease development would be allowed.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would specify measures to reduce sedimentation of Vineyard Creek.

The area would be closed to ORV use to protect scenic quality and promote visitor safety. The area is near an area heavily used by ORVs.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L7-ACEC-Box Canyon/Blueheart Springs Sensitive Area - 128 acres

This area would be designated an ACEC to focus management attention on special values.

Box Canyon and Blueheart Springs contain the largest populations of Shoshone sculpin, a candidate threatened species, known to exist on public land. Various proposals that might degrade the sculpin habitat have been made in the past. Future proposals would be scrutinized to ensure the habitat would not be adversely affected or that adverse effects could be mitigated. Otherwise, the proposal would be rejected.

Box Canyon contains habitat for the Bliss Rapids snail, a candidate endangered species. Although the known populations of the snail occur on private land, the species could occur on public land in the canyon. Future resource uses and proposals would be closely examined to ensure that snail habitat would not be adversely affected or that adverse effects could be mitigated.

Box Canyon is very scenic and is a unique natural area. It has been evaluated for eligibility for national natural landmark designation. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality and naturalness. No surface occupancy associated with mineral lease development would be allowed.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would include provisions to protect habitat for the Shoshone sculpin and the Bliss Rapids snail.

The area would be open to ORV use. ORV use in the general area is light and is not expected to be a problem in Box Canyon.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L8-Little Wood River SRMA - 2,787 acres

The riparian habitat and fishery of this area would be maintained or improved to support quality sport fishing opportunities. This would be done by excluding livestock from most of the streamside area. Most of the fencing to accomplish this has already been completed. Management emphasis would be placed on assuring the fencing is maintained to protect the streambank. A recreation activity management plan would be prepared for the area. The area would be open to ORV use.

L9-Snake River Rim SRMA - 5,102 acres

This area would be managed to provide for a wide variety of recreation activities including rifle shooting, archery, motorcycle riding/racing, picnicking, sightseeing, and float-boating, while resolving conflicts among various uses and protecting cultural resources and fragile soils. The demand for these activities is expected to increase as is the potential for user conflicts.

Sub-area L9a, 345 acres in Devil's Corral, would be closed to ORV use to protect cultural resources and soils. The remaining 4,757 acres would be open to ORV use.

Sub-areas L9a and L9d, totalling 1,159 acres, lie within the proposed Dry Cataracts National Natural Landmark. Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, would be protected from human disturbances that would degrade their naturalness. Mineral material sales or free use would be prohibited.

Sub-area L9e, 374 acres, would be managed for protection, maintenance, and enhancement of wildlife habitat. These tracts are included in the existing Isolated Tracts HMP and would be covered by the revised HMP prepared for L11 areas in this proposed RMP.

Livestock grazing would not be restricted by recreation oriented management in L9.

The existing Snake River Rim Recreation Area Management Plan would be revised to reflect changes from existing ORV designations, acreage within the Snake River Rim SRMA, transfer area designations, float-boating management, protection of geologic formations associated with the Bonneville Flood in sub-areas L9a and L9d, and wildlife management on sub-area L9e.

A cultural resource management plan would be prepared for Devil's Corral (L9a). This plan would specify the degree of protection and the interpretive measures appropriate for the area. Fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

L10-Cedar Fields SRMA - 2,240 acres

This area would be managed to provide a variety of recreation activities including ORV use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources.

ORV use would be limited in the area, but restrictions would be applied only where significant damage to high quality and highly visible scenic areas, fragile soils, significant wildlife values, and significant cultural resources is occurring. ORV use in sub-area L10a (395 acres) would be limited to designated trails consistent with Bureau of Reclamation limitations on adjacent lands. Livestock grazing and minerals activities would not be restricted by recreation oriented management in the area.

A recreation activity management plan and a cultural resources management plan specifying the degree of protection and interpretive measures appropriate for the area would be prepared. These plans would include fire suppression guidelines designed to protect fragile soils and cultural resources by limiting surface disturbance.

L11-Isolated Tracts - 10,551 acres

These tracts would be managed for protection, maintenance, and enhancement of wildlife habitat, primarily for upland game birds. These tracts are existing Isolated Tracts of high or medium value or potential Isolated Tracts of high value as determined in the Analysis of the Management Situation for the Monument Planning Area.

The existing Isolated Tracts HMP would be revised to reflect changes in the number of tracts. Sub-area L9e, would also be covered by the revised HMP. The modified HMP would include fire suppression guidelines for protection of wildlife habitat on Isolated Tracts.

Livestock would be excluded from 821 acres of Isolated Tracts by fencing.

The areas would be given priority for fire suppression in the fire management plan and would be under full fire suppression. The area would remain open to ORV use.

L12-Areas of Geologic Interest - 6,996 acres.

These areas would be managed to preserve fragile geologic formations associated with caves. They contain the most natural caves outside of WSAs recommended suitable for wilderness designation. All proposed projects would be examined to ensure the formations are not adversely affected. No surface occupancy associated with mineral lease development would be allowed within 250 feet of fragile geologic formations or caves. To avoid possible adverse effects from increased public exposure, such as vandalism and removal of speleothems, access to caves would not be improved. The areas would remain open to ORV use.

A cave management plan would be prepared for these areas. This would include fire suppression guidelines to limit surface disturbance near the geologic formations.

T1-Transfer - 20,538 acres

These areas would be available for transfer from Federal ownership. Transfer could be by sale, exchange, agricultural entry or other means determined appropriate as discussed on pages 42 and 43. Detailed examination would be conducted for these tracts prior to the final decision about transfer or type of transfer. Examinations would consider threatened and endangered species, cultural resources, and other resource values. Agricultural entry applications and other transfer proposals for these areas would be considered in the order received.

The criteria used to select parcels for inclusion in T1 for the proposed Monument RMP are presented on pages 2-35 and 2-36 of the final EIS.

T2-Transfer-Agricultural Entry - 29,873 acres

These areas would be available for transfer from Federal ownership under the agricultural land laws or for local and State government needs or exchange. Other types of transfers may occur only if agricultural entry transfers leave parcels in Federal ownership that are difficult to manage because of odd configuration, access problems, or lack of adequate facilities (fences, cattleguards, water, etc.). These resulting difficult-to-manage tracts could be transferred from Federal ownership by sale, exchange, or other means as determined appropriate as discussed under T1. T2 areas found to be unsuitable for transfer under agricultural land laws and not falling into the T1 category as described in the preceeding sentence would remain in public ownership and be managed as described for M1 areas.

Studies to determine suitability under the agricultural land laws include economic feasibility, physical suitability for agriculture, water availability, threatened and endangered species clearance, and cultural resources clearance.

In some cases, small parcels adjacent to agricultural applications were included in T2 if transfer of the application would make the small adjacent parcel difficult to manage as described above.

Up to 25 percent of the T2 areas could be retained in public ownership and managed as L11 areas under the Isolated Tracts HMP. Criteria to be used in selecting these areas are listed under "Standard Operating Procedures" in this proposed RMP. The areas would be selected on a case-by-case basis as T2 lands are considered for transfer.

The criteria used to select parcels for inclusion in T2 for the proposed Monument RMP are presented on pages 2-36 and 2-37 of the final EIS.

T3-Jerome County Canyon Rim Transfer - 258 acres

This area would be available for transfer from Federal ownership as described for T1, but only if zoning regulations were changed to allow commercial or residential development.

Parcels were included in T3 for the same reasons as discussed for T1.

T4-Bureau of Reclamation Transfer - 3,751 acres

These lands would be withdrawn for the Minidoka North Side Pumping Division Extension Project and developed for irrigated farmland by the Bureau of Reclamation. Developed lands would be transferred from Federal ownership by the Bureau of Reclamation. Approximately half of the area would be retained by the Bureau of Reclamation for wildlife and recreation management. Existing agricultural entry applications would be processed prior to withdrawal.

These are lands that are compatible with this project.

Other Resource Uses

Fire Management

Portions of the planning area, totaling 181,086 acres, would be under full fire suppression. Vineyard Creek ACEC (L6) and Box Canyon ACEC (L7) would be under full suppression to protect the naturalness and scenic quality of the areas. The Substation Tract ACEC would be under full suppression to protect natural vegetation communities. The Isolated Tracts (L11) and Pronghorn Winter Range HMP area (discussed below under Wildlife Habitat) would be under full suppression to protect the vegetation, primarily brush, important to wildlife habitat management objectives. The areas discussed above would also be given priority for fire suppression in the fire management plan.

The remainder of the planning area would be covered by a limited suppression plan. The purpose of this plan would be to more efficiently use fire suppression funds. However, since the planning area is subject to large fires, limited suppression would only take place when the burning index is below 22. This would typically require full suppression during July and August. Large, repeated fires cannot be tolerated from the wildlife habitat and soil erosion standpoint.

The General Fire Suppression Guidelines, presented later in this proposed RMP under "Standard Operating Procedures," would apply to most of the planning area. Exceptions to these would occur in portions of the planning area totalling at least 278,336 acres. 1/ Surface disturbing equipment would be more likely to be used in Isolated Tracts (L11), Pronghorn Winter Range HMP areas (see Map 15 in the final EIS), and brush protection areas to protect the vegetation, primarily brush, important to wildlife habitat management objectives. Surface disturbing equipment would also be more likely to be used in the Substation Tract ACEC to protect natural vegetation communities. On the other hand, use of surface disturbing equipment would be very limited in WSAs recommended suitable (L1) to protect wilderness character, in Cedar Fields SRMA (L10) to protect fragile soils and cultural resources, in the Oregon Trail area and Devil's Corral (L9a) to protect cultural resources, and in the

1/ The acreage involved in the brush protection areas and the Oregon Trail area is unknown at this time and would be determined in detailed examinations.

Areas of Geologic Interest (L12) to protect fragile geologic formations. Guidelines for fire suppression in the above areas would be included in the fire management plan.

Prescribed fire could be used as a tool for accomplishing the 19,000 acres of brush control proposed under Livestock Forage. The guidelines for prescribed fire presented later in this proposed RMP under "Standard Operating Procedures" would apply. The use of prescribed fire in areas other than those proposed for brush control would be allowed only if found to be environmentally acceptable through consideration of environmental effects in the NEPA process. Such use could include projects such as noxious weed abatement or habitat management not foreseen at this time.

Prescribed fire would not be used in Substation Tract ACEC (L4), Vineyard Creek ACEC (L6), or Box Canyon/Blueheart Springs ACEC (L7).

One hundred miles of roads would be maintained annually to improve access for fire suppression forces and provide secure fuel breaks that could be used for firelines. This would cost approximately $10,000 annually. The roads to be maintained are presently very rough and/or infrequently used. Vegetation growing in the roadways limits their usefulness as fire lines. The objective of this road maintenance is to help suppression crews keep fires smaller. This would benefit the wildlife habitat and soil erosion situation greatly.

Roads would be maintained in Fire Ecology Zones 1, 2, and 3 (see Map 6 in the final EIS). These areas have a high potential for frequent burns. Improved access and fuel breaks in these areas would help fire suppression efforts greatly.

Although other management practices to reduce wildfire size and occurrence are not proposed, they could be considered in the future as availability and effectiveness are demonstrated. Such practices might include seeding of fire resistant plant species in strips. The environmental effects of any such practices would be considered in the NEPA process before the practices could be implemented.

Wildlife Habitat

Several wildlife habitat objectives have been covered under the discussion of multiple use areas. Habitat objectives for the hybrid trout are covered under L6-Vineyard Creek ACEC; for the Shoshone sculpin, they are covered under L7-Box Canyon/Blueheart Springs ACEC; for the Bliss Rapids snail, they are covered under both L6 and L7; for ring-necked pheasant and gray partridge (upland game birds), they are covered under L11-Isolated Tracts. The discussion in Fire Management above specifies actions that would benefit wildlife. Following is a discussion of other wildlife habitat objectives for the proposed Monument RMP.

Brush areas valuable to wildlife would be given priority for fire suppression in the fire management plan. Specific areas of importance would be identified in detailed examinations and development of HMPs discussed below. Guidelines for fire suppression would be developed and incorporated into the fire management plan. Protection of brush pockets would be important in maintaining or enhancing habitat for sage grouse, pronghorn, mule deer, and non-game wildlife. It should be noted that areas of brush valuable to wildlife would likely change over time as some brush stands are burned by wildfire while others recover.

Artificial nest structures would be constructed for the ferruginous hawk, Swainson's hawk, and burrowing owl to increase populations. Specific numbers and locations of these structures would be determined in detailed examination of habitat suitable for each species. Ferruginous hawk nest structures would be placed in remote areas. Swainson's hawk nest structures would be placed on Isolated Tracts (L11). Burrowing owl nest boxes would be placed primarily on Isolated Tracts, but also throughout the breeding range.

A Sage Grouse HMP would be prepared to guide management in the sage grouse winter habitat area covering about 67,000 acres (see Map 7 in the final EIS). Objectives of this HMP would be to maintain and enhance sage grouse habitat by maintaining adequate, suitable areas of brush and providing additional forbs for brood rearing. Suitable forbs would be included in range seedings in this area. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Winter Range HMP would be prepared for approximately 171,000 acres shown on Map 15 in the final EIS. Objectives of this HMP would be to improve winter habitat for pronghorn by protecting valuable brush stands and increasing the brush component of the areas. Detailed examination would be required to determine the specific areas most important to the wintering animals. The possibility of seeding brush or fire resistant plant species would be examined for feasibility. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Summer Range HMP would be prepared for 60,000 acres in the Wildhorse Allotment. Objectives of this HMP would be to improve summer habitat for pronghorn by maintaining adequate areas of brush, providing additional forbs, and providing new water sources. Suitable forbs would be included in range seedings in this area. Guidelines for providing additional water sources would be developed. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

Livestock Forage

Provide 142,879 AUMs of livestock forage. Approximately 858,043 acres of public land would be included in grazing allotments (see Maps 1 and 9). Average stocking rate would be 6.0 acres per AUM.

The objectives would be to maintain existing perennial forage plants, maintain soil stability, stabilize areas currently in downward trend, and increase availability of perennial forage plants.

The following range improvements would be accomplished in support of achieving the objectives stated above.

25,500 acres of reseeding
19,000 acres of brush control
54 miles of fencing
74 miles of pipeline
110 water troughs
9 wells
24 cattleguards
4 miles of road construction

Total cost of improvements = $1,602,800
20-year maintenance and replacement cost = $669,200

The criteria used to determine the stocking level and range improvements are presented on pages 2-40 and 2-41 in the final EIS.

The initial stocking level for Alternative C would be 149,135 AUMs (present active preference). Adjustments toward the proposed preference, 142,879 AUMs, would occur based on monitoring data as discussed later in this proposed RMP under "Implementation." Increases dependent on range improvements would occur only as funding for the necessary improvements is available and the projects are completed. Range improvement guidelines are included in "Standard Operating Procedures." Decreases in livestock stocking resulting from land transfers would occur only as the identified tracts are transferred from Federal ownership.

No changes in season of livestock use are proposed. This is because no resource conflicts were identified that would be resolved by such changes. However, changes in season of livestock use could be made in the future after considering environmental effects in the NEPA process if supported by monitoring.

New AMPs or CRMPs would be developed for nine allotments. This would bring the total area covered to 97 percent of the allotted acres.

It is estimated that 21,910 sheep AUMs would be converted to cattle AUMs. Actual conversion would be consistent with the Shoshone District Conversion Policy. The assumed conversion is based on the following assumptions.

1. 50 percent conversion of spring sheep preference to cattle preference would be allowed in allotments without conversion guidelines in existing AMPs.

2. Fall sheep preference would not be converted to cattle preference unless an existing AMP specifies otherwise.

3. Conversion guidelines in existing AMPs would be followed.

4. The maximum conversion allowed by the factors listed above would occur.

Cultural Resources

In addition to the Cultural Resource Management Plans discussed for Devil's Corral (L9a) and the Cedar Fields SRMA (L10), two other plans would be prepared; one for the Oregon Trail and one for Wilson Butte Cave. These plans would specify the degree of protection and the interpretation measures appropriate for the areas. In the case of the Oregon Trail, fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

Soils

Several actions have been discussed which would help meet the objective of keeping soil erosion within tolerable levels. ORV use would be restricted in portions of the Snake River Rim SRMA (L9) and in the Cedar Fields SRMA to protect fragile soils. Fires would be given full suppression when the burning index is above 22 to help protect soils. Road maintenance would be conducted in key areas to help keep fires smaller, thus helping to protect soils. Fire suppression guidelines to limit surface disturbance would be developed for the Cedar Fields SRMA.

In addition to the actions listed above, areas with severe erosion problems would be stabilized. At the present time, 150 acres of active sand dunes in the Lake Walcott area have been identified for a seeding project to stabilize the dunes. Other areas would be treated as they are identified, provided treatment would be feasible.

Priority would be given to emergency treatment of severe erosion areas caused by wildfire.

Summary of Activity Plans Required for Implementation of the Proposed Monument RMP

Two Wilderness Management Plans (excluding Great Rift)
- One for each WSA recommended suitable.

One ORV Designation Implementation Plan
- Detailing how the ORV designations for the planning area would be implemented including public awareness, signing, and enforcement.

Three ACEC management plans
- One for each ACEC.

Three Recreation Activity Management Plans (RAMPs)
- One for each special recreation management area (SRMA)

Four Habitat Management Plans (HMPs)
- One would be a revision of the Isolated Tracts HMP.
- The others would be prepared for pronghorn winter range, pronghorn summer range, and sage grouse winter habitat.

Four Cultural Resource Management Plans
- One each for Devil's Corral, Cedar Fields, Wilson Butte Cave, and the Oregon Trail.

One Cave Management Plan
- For the L12 areas (Areas of Geologic Interest).

Nine AMPs, CRMPs, or other appropriate plans
- One for each of the nine allotments specified under "Implementation."

One Limited Fire Suppression Plan

The fire management plan will include guidelines to

- limit surface disturbance in WSAs recommended suitable, Cedar Fields SRMA, the Oregon Trail, and Areas of Geologic Interest.

- protect vegetation valuable to wildlife on Isolated Tracts, Pronghorn Winter Range HMP area, and brush protection areas.

- protect the naturalness and scenic quality of Vineyard Creek ACEC and Box Canyon/Blueheart Springs ACEC.

- protect the natural vegetation communities of the Substation Tract ACEC.

Some of the activity plans listed above may be consolidated into a single plan where two or more activities have activity plan needs in the same general area.

IMPLEMENTATION

Implementation of the proposed Monument RMP would be accomplished over a period of several years. The BLM budgeting process would influence the exact implementation schedule for nearly all resource management activities. Activity plans would be developed as funding allows. New policy or departmental guidance may influence priorities.

The monitoring plan shown in Appendix A of the final EIS specifies a five-year interval for monitoring implementation of the RMP. If monitoring indicates the RMP is not being implemented as planned, the reasons for this will be examined and appropriate corrective actions will be taken.

Implementation will take place in full compliance with requirements of the NEPA process.

Specific facets of implementation, other than those discussed above, are presented below.

Land Transfers

Transfer of land from public ownership may occur only if the requirements of law as summarized under "Standard Operating Procedures" are met. All parcels placed in a transfer category in the proposed Monument RMP would be available for transfer, but they would not all be transferred upon approval of the RMP as funding allowed. A proposal for a particular parcel may fail to meet the requirements for transfer. In this case, the parcel would be retained until a suitable proposal is made. Portions of the transfer areas may never be transferred because they fail to meet the requirements upon close examination.

Wilderness

A wilderness study report would be prepared for each WSA in the Monument Planning Area. This report would be forwarded to Congress through the Secretary of the Interior along with the separate wilderness EIS. Only Congress can designate a wilderness area. Wilderness Management Plans would be prepared only for those WSAs Congress designates as part of the National Wilderness Preservation System.

Livestock Forage

Rangeland Program Summary

A Rangeland Program Summary will be prepared following approval of the RMP. This summary will describe site-specific grazing use adjustments, range improvements, and project priorities.

Selective Management

Selective management, as applied to the rangeland program, is the categorization of grazing allotments into three management groups based upon similarities of resource characteristics, management needs, and economic and resource-based potential for rangeland improvement. All livestock grazing allotments have been categorized as "I" (Improvement Needed), "M" (Maintain), or "C" (Custodial Management) based upon the following criteria and additional criteria developed from issues specific to the Monument Planning Area. The categorization is shown for each allotment in Table D-1 in Appendix D of the final EIS. When the resource situation changes in an allotment after implementation of management decisions, the allotment may be recategorized.

1. "I" Category

   Category "I" allotments presently include unsatisfactory conditions, have the greatest potential for improvement, and may present serious resource use conflicts.

2. "M" Category

   Category "M" allotments are in satisfactory range condition, are producing near their identified potential, and have no known present or anticipated serious resource use conflicts.

3. "C" Category

   Category "C" allotments usually include only small acreages of public land or lands classified for transfer from Federal ownership. These allotments do not present management problems, regardless of condition. They present no significant potential for increasing production. Resource conflicts are either nonexistent or are outweighed by other considerations.

The order of these categories as discussed above represents the relative order of priority for the investment in range improvements and conducting of range monitoring studies, subject to user contributions and further consultation. Selective Management within the rangeland program will provide a framework from which prudent expenditure of rangeland investments can be made, consistent with an approved land use plan.

Management objectives for the allotment categories are (M) maintain current satisfactory condition, (I) improve current unsatisfactory condition, and (C) manage custodially while protecting existing resource values. Public investments in range improvements, AMP development, monitoring, and use supervision will have highest priority in "I" (Improve) allotments, followed by "M" (Maintain) and "C" (Custodial) allotments. Within these three categories, allotments will also be prioritized for range investments and management effort, depending upon the intensity of resource conflicts and/or the potential for improvements. The potential for improvement considers not only resource constraints, but also the ability of an allotment to produce a positive return on investment within a reasonable time.

Range improvement or other funds will be allocated to range improvements in "I" allotments in order to resolve resource-use conflicts and to increase resource productivity. Publicly-financed improvements will be implemented on allotments in the "M" and "C" categories only as needed to meet multiple use objectives or to protect existing resource values.

Livestock Use Adjustments

The need for livestock use adjustments on some allotments has been identified in the proposed RMP. This need may result from land disposal, allocation of land to other public uses, lack of sufficient forage to support existing active preference, or availability of forage in excess of existing active preference.

Increases and reductions proposed are target levels based upon the best existing information, and will be implemented through coordination and consultation with the permittees involved.

If agreement cannot be reached with the permittees on the amount of reduction needed to balance active preference with forage productivity, needed adjustments will be implemented by decision under 43 CFR 4160. When livestock use adjustments are implemented by decision, the decision will be based upon operator consultation, range survey data, and monitoring of resource conditions. All adjustments will be made in the manner specified in current regulations.

Monitoring will be used to measure the changes due to new range management practices and to evaluate the effectiveness of management changes in meeting stated objectives. Livestock use adjustments could be modified during the implementation period based upon information provided by ongoing monitoring.

Range Improvements and Treatments

Typical range improvements and treatments and the general procedures to be followed in implementing them are described under "Standard Operating Procedures. The extent, location, and timing of these actions will be based on the allotment-specific management objectives adopted through the resource management planning process, interdisciplinary development and review of proposed actions, permittee contributions, and BLM funding capability.

All allotments in which range improvement funds are to be spent will be subjected to an economic analysis. Private contributions toward range improvements will be encouraged by assigning higher implementation priority to improvements partially or fully funded by private sources. However, improvements proposed and financed solely by private sources must be consistent with land use and management objectives for the affected allotments.

Grazing Systems

Grazing systems would be implemented under the proposed Monument RMP. The type of system to be implemented will be based on consideration of the following factors:

1. allotment-specific management objectives;
2. resource characteristics, including vegetation, soil, and water availability;
3. operator needs; and
4. implementation costs.

Typical grazing systems, which have proven successful in the planning area are described under "Standard Operating Procedures." Grazing systems are usually incorporated into an Allotment Management Plan (AMP) or a Coordinated Resource Management Plan (CRMP). Allotments for which AMP or CRMP development is proposed include Antelope, Cedar Fields, East Minidoka, Gunnery, Kimama, Minidoka, Schodde, Shoshone, and Wildhorse.

Conversions

Livestock conversions from sheep use to cattle use would follow the Shoshone District Conversion Policy in order to maintain existing multiple use values and to reduce conflicts with other uses.

The District Conversion Policy is based upon past practice and current guidance and regulations. The general guidelines of the policy are:

1. Previous commitments to conversions made in approved AMPs would be honored.
2. Environmental Assessments would be completed to identify impacts of the conversions and mitigating measures necessary to meet multiple use objectives.
3. Concerns of other permittees in the affected allotment would be considered in analysis of the conversion proposal.
4. An allotment conversion plan would be prepared and approved.
5. The amount of conversion from sheep to cattle would be in proportion to the allotment's suitability for cattle grazing.
6. All conversions would be initially conservative (50 percent conversion for the first three years as modified by suitability and water availability).

7. Necessary fencing would be completed prior to cattle use.
8. Sufficient water would be available.
9. Results of ongoing monitoring studies would determine whether the new AMP and amount of conversion were satisfactory.
10. Final amounts converted would depend upon the desired season of use, initial balance between spring and fall sheep preference, and resource response.

Future Livestock Use Adjustments

If the results of resource monitoring studies show that the proposed grazing management is not meeting the multiple use objectives of the Monument Resource Management Plan, livestock use adjustments will be made in accordance with the BLM grazing administration regulations and existing policy. Livestock use adjustments could take the form of changes in the grazing system, changes in season of use, reductions or increases in active preference, or a combination of all of these.

Fire Management

The Limited Fire Suppression Plan would be prepared as soon after approval of the RMP as funding allowed. The overall Shoshone District Fire Management Plan consolidating fire management guidelines from this RMP and other land use plans also would be prepared as funding allows. The District Fire Management Plan will be updated as other activity plans containing fire management guidelines are prepared.

ORV Designations

ORV closures associated with WSAs recommended suitable for designation would be implemented after Congress designated the areas as part of the National Wilderness Preservation System. Other ORV closures and limitations would be implemented following preparation of the ORV Designation Implementation Plan.

Areas of Critical Environmental Concern

ACECs would be designated upon approval of the RMP. Management of the ACECs according to the objectives stated in the RMP would be given high priority.

SUPPORT

Several areas of support needed to accomplish the objectives of the RMP have been mentioned elsewhere in this proposed RMP. For example, fire suppression and presuppression would be a key support requirement for several resources including soils, wildlife habitat, and livestock forage. Other support services would also be required.

Cadastral survey would be needed to establish legal boundaries for parcels transferred from public ownership, retention of legal access through transferred parcels, wilderness areas, trespass settlement, and mineral material sale or free use areas.

Appraisal support would be needed to establish the value of tracts transferred from public ownership and trespass settlement.

Legal services would be required for review of real estate documents.

Law enforcement would be needed to ensure compliance with the designations, use levels, and restrictions established in the RMP.

Engineering services would be required for survey and design of range improvements and road building and maintenance.

RESOURCE MANAGEMENT GUIDELINES

The following statewide guidelines direct BLM management on public lands in Idaho.

Air Quality

Under the Clean Air Act (as amended, 1977), BLM-administered lands were given Class II air quality classification, which allows moderate deterioration associated with moderate, well-controlled industrial and population growth. BLM will manage all public lands as Class II unless they are reclassified by the State as a result of the procedures prescribed in the Clean Air Act (as amended, 1977). Administrative actions on the public lands will comply with the air quality classification for that specific area.

Allowable Uses

The public lands will be managed under the principles of multiple use and sustained yield as required by FLPMA. Any valid use, occupancy, and development of the public lands, including but not limited to, those requiring rights-of-way, leases, and licenses will be considered, subject to applicable environmental review procedures, unless specifically excluded in the plan. In some areas, however, environmental values, hazards, or manageability considerations may require limitations on either the type or intensity of use, or both. Those limitations are identified in the plan's land use allocations and management objectives for specific areas within the public lands. BLM will include stipulations and special conditions as necessary in leases, licenses, and permits to ensure the protection and preservation of resources.

Areas of Critical Environmental Concern

Areas of critical environmental concern (ACECs) are established through the planning process as provided in the Federal Land Policy and Management Act for "...areas within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards." Management is tailored to the specific needs of each ACEC.

Coordination With Other Agencies, State and Local Governments, and Indian Tribes

BLM will coordinate its review of detailed management plans and individual projects prepared in conjunction with the RMP to ensure consistency with officially adopted and approved plans, policies, and programs of other agencies, State and local governments, and Indian tribes. Cooperative agreements and memoranda of understanding will be developed, as necessary, to promote close cooperation between BLM and other Federal agencies, State and local governments, and Indian tribes.

Cultural Resources

BLM will manage cultural resources so that representative samples of the full array of scientific and socio-cultural values are maintained or enhanced consistent with State and Federal laws.

Detailed Management Plans

The RMP provides general guidance for the resource area. More detailed management plans, called activity plans, will be prepared to deal with areas where a greater level of detail is required. Activity plans will indicate specific management practices, improvements, allocations, and other information for a particular site or area. They will be prepared for most major BLM programs such as range (allotment management plans), recreation (recreation area management plans), wildlife (habitat management plans), and cultural resources (cultural resources activity plans.). Where two or more activities have activity plan needs in the same general area, a single consolidated activity plan may be prepared. Coordination, consultation, and public involvement are integral parts in the formulation of activity plans.

Economic and Social Considerations

BLM will ensure that any management action undertaken in connection with this plan is cost-effective and takes into account local social and economic factors. Cost-effectiveness may be determined by any method deemed appropriate by the Bureau for the specific management action involved.

Environmental Reviews

The NEPA process will be conducted on all projects prior to approval. This site-specific analysis will allow some projects to be considered under provisions of the categorical review process and others to be considered under the environmental assessment process.

Fish and Wildlife

BLM will manage fish and wildlife habitat on the public lands. A variety of methods may be employed, including management actions designed to maintain or improve wildlife habitat, inclusion of stipulations or conditions in BLM leases, licenses, and permits, and development of detailed plans for fish and wildlife habitat management. Priority will be given to habitat for listed and candidate threatened and endangered species and sensitive species. If any listed or candidate threatened or endangered species may be affected by BLM actions, the Fish and Wildlife Service will be consulted as prescribed by the Endangered Species Act.

Riparian and wetlands habitat have a high priority for protection and improvement in accordance with National policy. All BLM management actions will comply with Federal and State laws concerning fish and wildlife.

Geology, Energy, and Minerals

Geology, Energy, and Minerals Management

BLM will manage geological, energy, and minerals resources on the public lands. Geological resources will be managed so that significant scientific, recreational, and educational values will be maintained or enhanced. Generally, the public lands are available for mineral exploration and development, subject to applicable regulations and Federal and State laws.

Location of Mining Claims

Location of mining claims in accordance with the State and Federal mining laws and regulations is nondiscretionary. The public lands are available for location of mining claims unless withdrawn. Recommendations by BLM for withdrawal are subject to final consideration by the Secretary of the Department of the Interior.

Leasing and Sale

Energy and minerals leasing and mineral materials sale is discretionary. Approval of an application for lease or sale is subject to environmental review in the NEPA process and may include stipulations to protect other resources. Generally, the public lands may be considered for energy and minerals leasing and sale.

The entire Monument Planning Area will be open to mineral leasing. Some stipulations have been identified in the Monument RMP and are identified in the management prescriptions for multiple use areas, where applicable, in each alternative.

Land Tenure Adjustment

The public lands will be retained in Federal ownership and managed by BLM according to the principles of multiple use and sustained yield, except those lands specifically identified in the plan or amendment as transfer areas. Transfer areas are those public land identified through the planning process which are available for transfer from Federal ownership.

Transfer of public land within a transfer area may be accomplished by any means authorized by law. Final transfer from BLM jurisdiction, however, is subject to a decision by the authorized officer, based on detailed analysis and such documentation as prescribed by law or regulation.

Mineral in character lands will not be identified as transfer areas.

Wilderness study areas (WSAs) and designated wilderness areas will not be identified as transfer areas.

Lands may be acquired by BLM as authorized by law, but only within retention areas (multiple use areas). Objectives for acquiring lands in connection with BLM programs may be established in the RMP.

BLM will manage transfer areas until transfer of title occurs. Management actions will be taken as necessary to meet resource or user needs. Public investments in transfer areas will be kept to a minimum.

All lands classifications, including those made under the Classification and Multiple Use Act of September 19, 1964 (43 U.S.C. 1411-18), will be reviewed in the planning process to determine if they are still appropriate. Review will consider whether the classifications are necessary to meet management objectives established in the RMP and whether the land is being used for the purpose classified. Classifications will be cancelled unless they are necessary to implement the RMP decisions.

Motorized Vehicle Access and Use

Through the planning process, public lands are placed in one of three categories for purposes of controlling motorized vehicle access: open, limited, and closed. Guidelines for these categories are as follows:

1. Open. Motorized vehicles may travel anywhere.
2. Limited. Motorized vehicles are permitted, subject to specified conditions such as seasonal limitations, speed limits, and designated routes of travel as developed during subsequent activity planning.
3. Closed. Motorized vehicles are prohibited.

Public Utilities

Generally, public lands may be considered for the installation of public utilities, except where expressly closed by law or regulation. Project approval will be subject to preparation of an environmental assessment or environmental impact statement. BLM will work closely with Idaho Public Utilities Commission, other State and Federal agencies, local governments, utility companies, and other interested parties to determine appropriate locations and environmental safeguards for public utilities involving public lands.

In the Monument Planning Area, rights-of-way in common will be used whenever possible. Proposed utility developments identified by the public utility industries follow existing right-of-way routes very well. Because of the lack of resource conflicts, utility corridors were not identified as an issue for the Monument RMP and no corridors have been established. Utility developments would be prohibited in wilderness study areas (WSAs) recommended suitable for designation.

Rangeland Management

Grazing Preference

Within each grazing allotment or group of allotments, a grazing preference is established at a level that will ensure adequate forage is also available for wildlife. Sufficient vegetation is reserved for purposes of maintaining plant vigor, stabilizing soil, providing cover for wildlife, and other nonconsumptive uses.

Grazing decisions or agreements may be made for those allotments where adequate information exists. In the other allotments where there is inadequate information, an initial decision will be made which will outline a process and schedule for gathering the necessary information. An initial stocking rate will also be established, which may be adjusted upwards or downwards in the final decision as a result of monitoring. All grazing decisions will be issued in accordance with applicable BLM regulations.

Range Improvements, Grazing Systems, Other Range Management Practices

A variety of range improvements, grazing systems, and other range management practices may be considered in conjunction with livestock management on individual allotments. Such practices will be based on the range management category (maintain, improve, custodial) in which the allotment has been placed and will be formulated in consultation, coordination, and cooperation with livestock operators, and other interested parties.

Wild Horses and Burros

Adopted animals will be monitored until title is transferred. Since no wild horse or burro populations exist in the planning area, reserving forage for maintenance of the populations is not necessary for the Monument RMP.

Recreation

Recreation Management

BLM will manage recreation on the public lands. A variety of means to maintain or improve recreation opportunities will be considered. Some areas may be subject to special restrictions to protect resources or eliminate or reduce conflicts among uses.

Recreation Facilities

BLM may develop and maintain various recreation facilities on public lands, including campgrounds, picnic areas, boat launches, etc. Those recreation facilities are provided to meet existing or anticipated demand.

Watershed

Watershed Management

A variety of methods may be employed to maintain, improve, protect, and restore watershed conditions. Priority will be given to meeting emergency watershed needs due to flooding, severe drought, or fire.

Water Improvements

Facilities and structures designed to maintain or improve existing water sources, provide new water sources, control water level or flow characteristics, or maintain or improve water quality may be developed. BLM will work closely with the Idaho Department of Water Resources, Idaho Department of Health and Welfare, U.S. Army Corps of Engineers, and other local, State, and Federal agencies to determine appropriate location and designs for such projects.

Water Rights

Water rights are administered by the Idaho Department of Water Resources. The Bureau complies with all State of Idaho water laws.

Wilderness

Preliminary Recommendations to Congress

Only Congress can designate an area wilderness. BLM recommends areas suitable or nonsuitable for preservation as wilderness. Those recommendations are preliminary and are subject to the findings of mineral surveys and final consideration by the Secretary of the Interior and the President before being submitted to Congress. Until Congress acts on the President's suitability recommendations, BLM will manage areas recommended as suitable or nonsuitable in accordance with the Interim Wilderness Management Policy. After Congress acts, a different policy will apply, depending on whether or not Congress designates an area wilderness.

Areas Designated Wilderness

Areas designated wilderness by Congress will be managed in accordance with BLM Wilderness Management Policy. Specific management provisions will be formulated in a wilderness management plan developed for each area following designation.

Areas Not Designated Wilderness

Areas determined by Congress to be nonsuitable for wilderness will be managed for other purposes. A tentative management scheme developed during the planning process will be given final consideration following Congressional action on the President's suitability recommendations.

Control of Noxious Weeds

BLM will control the spread of noxious weeds on public lands and eradicate them where possible and economically feasible. BLM Districts will work with their respective County governments to monitor the location and spread of noxious weeds and to maintain up-to-date inventory records.

Where weed control is warranted, the Bureau will consider alternatives including herbicide applications, plow and seed, burn and seed, livestock grazing strategy, and biological controls. Coordination with adjoining landowners will be pursued if appropriate. If herbicide application is selected as the preferred method of control through the NEPA process, application will be made through the Idaho State Director to the BLM Director in Washington D.C. This application will indicate all pertinent data including chemicals, rate, and method of application and target plant species. Herbicide applications will be applied under the direction of a Licensed Pesticide Applicator and every effort will be taken to ensure public safety.

In addition to control efforts, a weed prevention program is under way to prevent the introduction and establishment of specific weed species in areas not currently infested.

STANDARD OPERATING PROCEDURES

The following procedures would be followed in implementation of the proposed Monument RMP.

Fire Management

The present Bureau policy is to aggressively suppress all new fires on or threatening public lands. Exceptions to this policy occur where management has analyzed alternatives to full suppression and prepared a written course of action prior to fire occurrences. These plans are termed Limited Suppression Plans and they establish criteria under which fires may be allowed to burn with little or no suppression action.

Less than full suppression also occurs whenever multiple fires ignite simultaneously. In these situations, priority is determined by value-at-risk. These values are predetermined by evaluating each resource separately to determine either beneficial or detrimental effects fire has on that resource. A numerical rating is given each resource, plus being detrimental and minus beneficial. After each resource has been evaluated individually, the totals are summarized to establish the values. Crews are dispatched to fires with the highest values until all crews are utilized. Fires with lower values may have delayed suppression times.

Less than full suppression may also occur whenever fires ignite in an area proposed for prescribed fire. These fires may be allowed to burn with little or no suppression action, but only when conditions are within the limits specified in approved, site-specific prescribed burn plans.

The Bureau cooperates with adjacent landowners on a case-by-case basis to reduce fire hazard where efforts are cost effective and the results will benefit BLM's fire management program. Cooperative efforts may range from consulting with private landowners on hazard reduction plans, to development of cooperative agreements and performance of hazard reduction.

The suppression policy of the Shoshone District is to extinguish fires with the least amount of surface disturbance possible. Whenever burning conditions and terrain are such that direct attack is not feasible, the suppression strategy is to burn out from existing natural barriers and established control points, such as roads.

Surface disturbing equipment, such as bulldozers, are utilized only with management approval. First priority is clearing of existing roads and second priority, when all other methods are exhausted, is construction of new control lines.

Selecting Isolated Tracts for Wildlife (L11) From Agricultural Entry (T2) Areas

The following criteria are intended to ensure that sufficient habitat is provided for upland gamebirds, primarily winter habitat for ring-necked pheasants, within areas developed for intensive agriculture. Since pheasants are dependent on agriculture for survival, selection of tracts for wildlife management which would make agricultural development proposals unfeasible would benefit neither pheasants nor agricultural development. In these cases, arable land would not be selected for retention and management as L11 areas.

1. Tracts selected for management as L11 areas would be distributed through the T2 areas so that areas developed for agriculture are within one-half mile of suitable winter cover.
2. Tracts would generally be selected in areas with existing suitable winter habitat (sagebrush live crown cover greater than 15 percent). However, tracts with potential for developing suitable cover could be selected if their location is key.
3. The minimum size of selected tracts would be 20 acres.
4. Tracts would not be selected from areas subjected to grazing unless the grazing was subsequently excluded.

Range Improvements

The following design features, construction practices, and mitigation measures are common to the several kinds of range improvements proposed in the Monument RMP. Structural improvements are generally installations which help control livestock distribution, while nonstructural improvements are vegetation treatments.

Structural Improvements

Fences. New fences would provide exterior allotment boundaries, divide allotments into pastures, and protect sites having other values from livestock disturbance. Fencing would be threeor four-strand barbed-wire built in accordance with BLM specifications. In big-game habitat, fences would be constructed with a top wire no higher than 42 inches above ground level and a smooth bottom wire at least 16 inches above ground level. Existing fences that create wildlife movement problems would be modified. Where fences cross existing roads, cattleguards or gates would be installed. Gates would be installed every half mile and in corners, as needed. Fence lines may be cleared to the extent necessary for construction, but mechanical clearing of vegetation to bare soil would not be allowed.

Cattleguards. Cattleguards would be 8 feet across and 12 to 24 feet wide, depending upon the traffic type and pattern.

Wells. Wells would generally be located on high points so that outlying troughs could be supplied by gravity flow from a storage tank adjacent to the well. In addition to the tank, the well site would generally have a well house to protect the generator, and would be enclosed by a fence. Open storage tanks would have bird ladders to allow wildlife use. All applicable State laws and regulations which apply to the development of ground water would be observed. Disturbed areas would be reseeded.

Pipelines and Troughs. Water pipelines would be buried in a trench excavated by a backhoe, with excavated material used for the backfill. Rigid plastic pipe may be used. Flexible pipe may also be installed with a ripper tooth. Valves would be installed at intervals along each pipeline to allow easy drainage to prevent freezing. Troughs would be placed where needed to provide an even distribution of livestock water. Each trough would have a bird ladder to allow wildlife use. Separate wildlife water storage and watering devices may also be constructed at regular intervals. Disturbed areas would be reseeded.

Roads. Several miles of new roads would be bladed to provide access to new water developments and to grazing areas which now receive little use. Existing vegetation would be eliminated and the soil surface would be bared. Depending upon the amount of traffic, herbaceous vegetation could reestablish itself upon the new roads without impairing their function.

Nonstructural Improvements

"Sage Grouse Management in Idaho" (Autenrieth 1981) will be used as a reference to assist in the design of proposed projects in sage grouse habitat.

Prescribed Fire. Prescribed fire may be used to release the native understory from sagebrush competition in areas proposed for brush control (see Map 16). Burning would be done to meet the objectives of this plan and in accordance with site-specific prescribed burn plans. The plant succession implications discussed in Appendix B would be carefully weighed in preparing burn plans. Where wildlife habitat is a major consideration, areas would be burned to create a mosaic of shrubby and herbaceous vegetation. Burned areas would be rested from livestock grazing for two growing seasons following treatment.

Plowing, Disking, and Seeding. This treatment would be used to eliminate brush and cheatgrass competition in order to establish new seedings. Treatment would be done in irregular patterns. Size limitations on individual treatment areas may be necessary in major wildlife habitat areas. Burrowing owl nest sites would not be treated. Seed would generally be planted with a standard rangeland drill. The seed mixture would include grass, forb, and shrub seeds as appropriate for the specific site and management objectives. Treated areas would not be grazed for at least two growing seasons following treatment.

Chemical Control of Vegetation. The use of chemicals to control unwanted vegetation would be considered when it was environmentally acceptable and a cost-effective method to meet management goals and objectives. All regulations and policies regarding the use of chemicals on public land would be followed.

Cost Effectiveness of Range Improvements

A benefit/cost analysis for AMP improvement packages will be completed before issuance of a final land use plan (RMP). The benefit/cost analysis will be used to help prioritize allotment investments based on projected economic returns.

Maintenance of Range Improvements

Structural improvements will be maintained by the permittees, while roads and vegetation treatments will be maintained by the BLM.

Grazing Systems

Rest-Rotation Grazing

Under a rest-rotation grazing system, the allotment is divided into pastures, usually with comparable grazing capacities. Grazing is deferred on various pastures during succeeding years in a rotation sequence with complete rest for a year also included in a planned sequence. Each pasture is systematically grazed and rested so that livestock production and other resource values are provided for, while the vegetation cover is simultaneously maintained or improved. This practice provides greater protection of the soil resource against wind and water erosion.

Any of several rest-rotation grazing systems may be used, depending upon the objectives for the allotment and the number of pastures.

Modified Rest-Rotation Grazing

The usual modification in the planning area is that spring and/or fall sheep grazing is permitted in the pasture which is rested from cattle use. There may be limitations on the amount of sheep use that can be made.

Deferred Rotation Grazing

Deferred rotation is the postponement of grazing on different parts of an allotment in succeeding years. This allows each pasture to rest successively during the growing season to permit seed production, establishment of seedlings, and restoration of plant vigor (American Society of Range Management 1964). One or more pastures are grazed during the spring, while the remaining one or more pastures are rested until after seed ripening of key species, and then grazed. Deferred rotation grazing differs from restrotation grazing in that no yearlong rest is provided.

Deferred Grazing

Deferred grazing is the postponement of grazing by livestock on an area for a specified period of time during the growing season. Under this system, grazing would begin after key plants have reached an advanced stage of development in their annual growth cycle. The growing season rest provided by this system promotes plant reproduction, establishment of new plants, or restoration of the vigor of old plants (American Society of Range Management 1964).

Seasonal Grazing

Seasonal grazing is use by livestock during one or more seasons of the year. Seasonal grazing occurs during the same season each year, and does not involve rotation or deferment. For our purposes, seasonal grazing also includes season-long grazing (livestock use throughout the growing season). The most common types of seasonal grazing in the planning area are spring-fall sheep grazing, spring-summer cattle grazing, and season-long cattle grazing.

Lands

Withdrawals

It is BLM policy to review all withdrawals on and classifications of public lands by October 20, 1991, and to eliminate all unnecessary withdrawals and classifications. Evaluation of the withdrawals and classifications will be made in conjunction with the land use planning process and will consider the following:

1. For what purpose were the lands withdrawn?
2. Is that purpose still being served?
3. Are the lands suitable for return to the public domain (e.g., not contaminated or "property" such as buildings).

The environmental assessment or planning process will be followed to consider alternative methods of meeting the withdrawal/classification objectives (e.g., rights-of-way, cooperative agreements).

Withdrawal/classification modifications and extensions must provide for maximum possible multiple uses, with particular emphasis upon mineral exploration and development.

Transfers

Lands disposal actions are, primarily, accomplished under sale, agricultural entry, exchange, and R&PP land laws. Miscellaneous transfers can also occur through Color of Title actions, airport conveyances, and State in lieu selections.

All disposals of public lands must be consistent with the planning requirements of FLPMA and must also be evaluated through the environmental assessment process. Public notice will be given on each disposal action and each action may be protested or appealed.

A primary consideration in all disposal actions is to provide protection for existing rights, access, and future anticipated needs. This protection is provided for through the issuance of rights-of-way to existing users or reservations to the Federal government in areas of anticipated need.

General considerations for the major types of disposal actions are discussed below.

Agricultural. Consideration for allowing the use of public lands for agricultural development generally falls into four steps. They are:

1. The lands must be identified for disposal through the land use planning process.

2. The lands must be physically suited for agricultural development (classification).

    a. They must be desert in character (e.g., they must be irrigated to grow an agricultural crop).

    b. They must contain a majority of Class III or better irrigable soils as established using SCS Land Capability Classification Standards (USDA, Soil Conservation Service 1961). Considerations made in the classifications include percentages of soil types, depth, slope, and erosion potential.

    c. Farmable acreage must be susceptible to irrigation.

3. Post Classification (Allowance or Rejection)

    a. An economic analysis must show a high likelihood that the lands can be farmed at a profit over a long term.

    b. Applicant must show a legal right to appropriate water including a permit to drill a well if part of the operation.

4. Compliance

   a. The entryman must show compliance with cultivation, fund expenditure, irrigation system development, and publication requirements, and payment of required fees to obtain patent to the land.

Under Carey Act development, the Bureau's primary concerns are retention vs. disposal determination and physical suitability of the land. Application processing and feasibility study evaluations are the responsibility of the State of Idaho.

Exchanges. Before an exchange can be consummated, the BLM must determine that the public interest will be well served by making the exchange. Full consideration will be given to improved Federal land management and the needs of State and local publics through an evaluation of the needs for lands for economic development, community expansion, recreation areas, food, fiber, minerals, and wildlife. Another consideration is that lands must be equal in value, or, if not equal, a cash payment not exceeding 25 percent of the total value of Federal lands may be made by the appropriate party to equalize the values.

Sales. Sales of public lands can be made upon consideration of the following criteria:

1. Such parcel, because of its location or other characteristics, is difficult and uneconomic to manage as part of the public lands, and is not suitable for management by another Federal department or agency; or

2. Such parcel was acquired for a specific purpose and is no longer required for that or any other Federal purpose; or
3. Disposal of such parcel will serve important public objectives, including but not limited to, expansion of communities and economic development which cannot be achieved prudently or feasibly on land other than public land and which outweigh other public objectives and values. These include, but are not limited to, wildlife, grazing, recreation, and scenic values which would be served by maintaining such parcel in Federal ownership.

Sales may be made through (1) competitive bidding, (2) modified competitive bidding wherein some individual(s) may be given the opportunity to match the high bid, and (3) direct sale wherein the tract is sold at fair market value to a predetermined buyer. All sales must be made at no less than fair market value as determined by the approved procedure, generally an official appraisal.

Land Use Authorizations

Land use permits under Section 302 of FLPMA should be used as an interim management measure for resolving unauthorized use problems prior to a final land use/status determination, and for one time use of short duration. Leases may be used as a longer term (5 to 10 years) interim management tool, particularly where future disposal or dedication to another particular land use is contemplated. The latter may allow for agricultural use on a site that may be needed in the future for communication purposes, materials source, or community expansion needs.

Cooperative agreements must be used with other Federal entities for uses which are not appropriately covered by a right-of-way or a withdrawal. Flood control and aquifer recharge areas may be most appropriately covered by cooperative agreements.

Airport leases are considered only when a definite need has been shown, supported by a specific development and management plan, and a showing of financial capability to carry out the project.

Each action would require a site-specific examination. An environmental assessment would be prepared on the proposal with special emphasis placed upon identification and mitigation of adverse effects upon resource values such as threatened, endangered, or sensitive species, cultural resources wetland/riparian zones, and flood plains.

Unauthorized Use

It is BLM policy to identify, abate, and prevent unauthorized use of public lands. Trespass settlement is geared to recover at least fair market value for the unauthorized use and to require rehabilitation of the land and resources damaged by the unauthorized action. Settlements may be made through administrative action or through civil or criminal court proceedings.

Cultural Resources

The Bureau of Land Management is required to identify, evaluate, and protect cultural resources on public lands under its jurisdiction and to ensure the Bureau-initiated or Bureau-authorized actions do not inadvertently harm or destroy non-federal cultural resources. These requirements are mandated by the Antiquities Act of 1906, the Reservoir Salvage Act of 1960 as amended by P.L. 933-191, the National Environmental Policy Act of 1969, Executive Order 11593 (1971), the Archaeological Resources Protection Act of 1979, and Section 202 of the Federal Land Policy and Management Act of 1976.

Prior to commencement of any Bureau-initiated or authorized action, which involves surface disturbing activities, sale or transfer from Federal management, the BLM will conduct or cause to be conducted, a Class III (intensive) inventory as specified in BLM Manual Section 8111.4, supplementing previous surveys to locate, identify, and evaluate cultural resource properties in the affected areas. If properties that may be eligible for the National Register are discovered, the BLM will consult with the State Historic Preservation Officer (SHPO) and forward the documentation to the Keeper of the National Register to obtain a determination of eligibility in accordance with 36 CFR Part 63.

Cultural resource values discovered in a proposed work area would be protected by adhering to the following methods.

1. Redesigning or relocating the project.

2. Salvaging, through scientific methods, the cultural resource values pursuant to the SHPO agreement.

3. Should the site be determined to be of significant value; eligible for or on the National Register of Historic Places; and/or the above mentioned methods are not considered adequate, the project would be abandoned.

RATIONALE FOR SELECTION OF THE PROPOSED MONUMENT RMP

Several alternatives were considered in the EIS for the Monument RMP. All of the alternatives meet the requirements of the Federal Land Policy and Management Act (FLPMA). The selection of the proposed Monument RMP is based on issue resolution, public input, environmental impacts, economic considerations, and resource production.

The rationale for selection of the proposed Monument RMP is summarized by issue below.

Lands - Retention or Disposal

A total of 54,420 acres would be evaluated through detailed studies for potential transfer out of public ownership. Of this total, 3,751 acres would be added to the Minidoka Project of the Bureau of Reclamation for development; 29,873 acres would be available only in response to Carey Act and Desert Land Act applications for agricultural development; and 20,796 acres would be available for transfer through exchange, Carey Act or Desert Land Act, public sales, or other means as appropriate.

Rationale

The proposed RMP would recognize the expressed interest in making land with potential for agriculture available for future development. The lands available specifically for agricultural development under the Carey Act or DLE, local and State government needs, or exchange would be transferred only if determined suitable as a result of the required detailed studies. Otherwise, they would be retained in Federal ownership. This would ensure continued management for uses such as livestock grazing if the lands are found unsuitable for agricultural development. The proposed RMP would limit the potential for development in areas of severe erosion hazard, particularly in the Lake Walcott area.

The transfer of land to the Bureau of Reclamation would allow for agricultural development under the Minidoka Project. This project currently has water available to allow for development. Plans under development by the Bureau of Reclamation would maintain a portion of the lands for wildlife habitat.

The proposed RMP would maintain continuity of public land for movement of livestock. Land important for livestock movement between allotments would be retained. Higher value Isolated Tracts would be retained in public ownership to maintain wildlife habitat values. Only parcels of relatively low multiple use value that are difficult to manage or present management problems would be available for transfer.

Access would be a key consideration in all land transfers. Parcels essential to assure public access to BLM-administered public lands would be retained.

Wilderness

Two of the six wilderness study areas (WSAs) would be recommended suitable for designation as wilderness. The Sand Butte and Raven's Eye WSAs contain 87,902 acres. The remaining four WSAs, containing 66,113 acres, would be managed under multiple use without special designation.

Rationale

Sand Butte and Raven's Eye WSAs provide for a diversity in potential wilderness areas within the desert ecosystem. They provide outstanding opportunities for dispersed and unconfined recreation in a desert setting. There are minimal conflicts with other resource uses. Both WSAs are manageable as wilderness, and both have high quality wilderness character. The location of the WSAs adjacent to one another actually enhances the quality of wilderness character. A detailed discussion of the wilderness planning criteria and quality standards will be included in the final wilderness EIS prepared for Congress.

Livestock Grazing and Range Improvements

The proposed RMP would retain 858,043 acres of public land in 68 grazing allotments with a proposed preference of 142,879 AUMs.

Nine new allotment management plans (AMPs) or cooperative resource management plans (CRMPs), covering areas not under an existing plan, would be prepared. This would bring the total area covered to 97 percent of the allotted areas. Although no changes in season of use are proposed, adjustments in season of use could be made based on future monitoring and consistent with regulations and policy. Sheep use would be allowed to be converted to cattle use in accordance with the Shoshone District Conversion Policy. Livestock grazing would not be allowed outside livestock grazing allotments unless specified by a specific plan.

The proposed RMP recognizes the need for additional brush control. Seeding would be done in areas where there is not an adequate native perennial seed source available. Additional range improvements, wells, pipelines, roads, and fences would be provided.

Rationale

Livestock grazing on public land is an important economic resource for this region. It maintains most of the current livestock operations uninterrupted. Although conflicts between livestock grazing and other resource uses would occur, the proposed RMP would provide for multiple use while allowing livestock grazing. It would provide for soil protection, wildlife habitat, and the other resource uses. Range improvements would be designed to enhance, or to have few adverse impacts on the other resource uses.

Fire Management

The proposed RMP would provide for additional road maintenance in priority areas to help suppression crews keep fires smaller. Prescribed fire may be used as a tool for accomplishing 19,000 acres of brush control. Though not planned at this time, prescribed fire could be used in other areas, but only if found to be environmentally acceptable through consideration of environmental effects in the NEPA process. Prescribed fire would not be used in the Substation Tract ACEC, Vineyard Creek ACEC, or Box Canyon/Blueheart Springs ACEC. In addition, fire prevention and suppression guidelines would be a component of many activity plans.

Rationale

The proposed RMP would help reduce the cost of fighting wildfires and reduce acres burned by providing additional access and fire breaks to use as control points. Road maintenance would be done in areas where it would be the most helpful in reducing the number and size of fires. Better fire management would benefit resources such as livestock grazing, wildlife habitat, and soil erosion. Other management practices to reduce wildfire size and occurrence could be considered in the future as availability and effectiveness are demonstrated. Use of prescribed fire would be prohibited on only a few small areas. Although no plans for prescribed fire use have been made for most of the planning area, the option to use prescribed fire in unforeseen circumstances would be preserved. The fire prevention and suppression guidelines contained in activity plans would benefit wildlife, soils, cultural resources, natural history resources, and wilderness resources.

Soil Erosion

There are potential severe erosion problems in a large portion of the planning area. The proposed RMP would limit uses which could cause accelerated erosion. It would limit agricultural development in the Lake Walcott area as well as ORV use to reduce potential erosion problems. Fire management actions to reduce the size of wildfires would help prevent soil erosion. One hundred fifty acres of active sand dunes would be stabilized through seeding and other areas would be treated, if feasible, as they are identified.

Rationale

The proposed RMP would limit future potential erosion by limiting the amount of agricultural development and ORV use on much of the severe erosion hazard areas. It would recognize the potential erosion problems and ensure that they are addressed in future actions. Although the overall erosion rate would increase somewhat from present levels, it would remain at an acceptable level.

Wildlife Habitat Management

The proposed RMP would enlarge the Isolated Tracts program for upland game bird habitat management. This would be enhanced by the transfer of some lands to the Bureau of Reclamation and subsequent management of approximately half of those acres for wildlife habitat. Riparian habitat along the Little Wood River and in other areas would be protected. HMPs would be prepared to guide management of 171,000 acres of pronghorn winter habitat, 60,000 acres of pronghorn summer habitat, and 67,000 acres of sage grouse habitat. Fire suppression guidelines for protection of brush in key areas would be developed. Habitat for sensitive, threatened and endangered, and candidate species would be protected.

Rationale

The proposed RMP recognizes wildlife habitat as an important resource on the public lands. It would provide for improvement of critical winter pronghorn habitat, pronghorn summer habitat, and sage grouse habitat. There would be sufficient forage and habitat available to meet the goals of this alternative. Riparian areas would be considered of prime importance and be managed to maintain or enhance them. The Isolated Tracts program would be enlarged with the important tracts being maintained for wildlife habitat management. Sensitive and threatened or endangered species habitat would be protected. Most wildlife numbers would be expected to increase because of management of habitat under the proposed RMP, but transfer of public lands and conversion to intensive agriculture would result in small losses of pronghorn, mule deer, and non-game species.

Minerals

The proposed RMP would maintain in public ownership and leave available to local and State government most of the mineral materials (e.g., cinders, sand, and gravel) found on public lands. Each deposit would be evaluated on a case-by-case basis prior to use. The areas of highest potential locatable mineral value, particularly along the Snake River near Lake Walcott, would be identified and retained for their mineral value. The proposed RMP would leave open for leasing all of the highest potential areas for oil, gas, and geothermal resources. The two WSAs recommended suitable would have significant restrictions on lease development if designated wilderness by Congress. Surface occupancy related to mineral lease development would be restricted on 7,669 acres.

Rationale

The recognized need for local and State government for mineral materials, particularly for road maintenance and construction, was given a high priority. Although use of these materials would be prohibited in the proposed Dry Cataracts National Natural Landmark, other areas would still be available. Mineral lease restrictions in the two WSAs recommended suitable would have a minor effect on minerals development given the low potential of the areas. Surface occupancy restrictions would be applied only on a few small areas, so the effect on mineral development would be minimal.

Lands for Local and State Governments and Other Needs

Local and State government and other needs would be met subject to the availability of the needed resource and potential conflicts with other uses. Each application would be evaluated on a case-by-case basis.

Rationale

Generally, local and State governments and other needs are localized, and projected needs are not well known. The proposed RMP recognizes these needs. The allowance would depend upon a "site-by-site" evaluation. Restrictions identified in management prescriptions for multiple use and transfer areas would apply.

Off-Road Vehicles (ORVs)

The proposed RMP would leave over 92 percent of the planning area open to ORVs (excluding the Great Rift WSA, see "Items Common to Alternatives" in Chapter 2 in the final EIS). There would be 90,103 acres (mainly WSAs recommended suitable) closed to ORV use and use would be limited on 2,680 acres.

Rationale

There are two areas of heavy ORV use, one near Twin Falls and the other near American Falls. ORV use is continuing to grow as the population grows.

Direct conflicts exist between ORVs and other resources, particularly soil erosion and cultural resources. The proposed RMP would restrict ORV use in areas of severe erosion hazard and cultural resources. This would protect these resources and allow ORV use to continue in areas with less potential for resource damage.

Recreation

Recreation use of the planning area is steadily growing. Principle uses include hunting, fishing, ORV use, and sightseeing. The proposed RMP would recognize the importance of these recreational values. There are three Special Recreation Management Areas: Little Wood River, Cedar Fields, and Snake River Rim. Unique areas, including areas of geologic interest, the proposed Dry Cataracts National Natural Landmark, Box Canyon, and Vineyard Creek, would be protected.

Rationale

The proposed RMP would allow continued growth in recreation use. Hunting would grow at a slower rate than projected for present management in Alternative A, but the growth rate would be only slightly lower. ORV use would decrease in some areas where it would be prohibited or limited, but overall the growth rate in ORV use would be only 1 percent less than the rate projected for present management in Alternative A. Other recreation activity growth rates would equal or exceed the rates projected for present management in Alternative A. Important natural history and scenic areas would be protected.

Cultural Resources

Cultural resources would be protected in the proposed RMP with ORV use limited or prohibited in some high density cultural resource occurrence areas. Surface disturbance during fire suppression activities would be restricted in some areas to protect cultural resources. The Cultural Resources Standard Operating Procedures, presented in the preceeding section, would be applied to protect cultural resources.

Rationale

The Bureau is required by law to protect the cultural resources on the public lands. The restrictions on ORV use and surface disturbance in areas of high density cultural resource occurrence would help protect cultural resources. The Standard Operating Procedures would help protect cultural resources throughout the planning area.

Special Designations

The proposed RMP would result in the designation of three Areas of Critical Environmental Concern (ACECs): Substation Tract, Vineyard Creek, and Box Canyon/Blueheart Spring. The total area involved would be 673 acres. A fourth identified potential ACEC, Silver Sage Playa, would not be designated.

Rationale

The Substation Tract contains an important natural system, a relict area of vegetation of the Snake River Plains. This tract has been studied by various groups to measure productive capability of several range sites found in this area. There are few, if any, comparable areas for research. This research is very valuable to the evaluation of the productivity of surrounding farmlands. Preserving the natural condition of the tract for research is supported by the Soil Conservation Service (Hugie 1959), the University of Idaho*, and the Idaho Natural Area Coordinating Committee (Caicco and Wellner 1983). Designation of the Substation Tract ACEC would help ensure sustained management attention to the special values and needs of the area. Fire prevention and suppression would be given high priority. Other methods of protecting the values of the tract would be explored, such as cooperative agreements with adjacent landowners.

Vineyard Creek contains habitat for a unique hybrid trout population which spawns in the stream, and possible habitat for the Bliss Rapids snail, a candidate endangered species. The Vineyard Creek area contains features that illustrate the volcanic processes that formed the Snake River Plain, and the erosion processes of catastrophic floods left by the Bonneville Flood. Vineyard Creek is very scenic. The area is within the proposed Dry Cataracts area recommended for National Natural Landmark status by the Heritage Conservation and Recreation Service in 1979. The Idaho Natural Area

*Personal communication from M. Hironaka, Professor, Department of Range Resources, University of Idaho, and M. A. Fosberg, Professor, Department of Plant, Soil, and Entomological Sciences, University of Idaho.

Coordinating Committee recommended designation of a portion of the potential ACEC as a research natural area (Caicco, Rabe, and Wellner 1983). Designation of the Vineyard Creek ACEC would help ensure sustained management attention to the special values and needs of the area. The habitat of the hybrid trout is currently threatened by sedimentation from irrigation return flow from nearby farmland. The solution to this problem is not a simple matter of allowing or disallowing a given proposal, but will require a sustained, coordinated effort with adjacent landowners. The special attention afforded by ACEC designation would help ensure solution of the problem. Other values in the Vineyard Creek area would be protected by close examination of future resource uses and proposals to prevent degradation of scenic quality and naturalness. The area would receive full fire suppression.

Box Canyon/Blueheart Springs contains the largest populations of the Shoshone sculpin, a candidate endangered species, found on public land. The area may also contain populations of the Bliss Rapids snail, a candidate endangered species. Box Canyon is very scenic. The area contains one of the few remaining relatively undisturbed box canyon or alcove ecosystems in the Snake River Plain Aquifer area. The area was proposed as a potential natural landmark by Robert Jones of the University of Idaho in 1973. An evaluation for eligibility for National Natural Landmark status was conducted for the National Park Service in 1980 (Bowler 1980). Designation of the Box Canyon/Blueheart Springs ACEC would help ensure sustained management attention to the special values and needs of the area. Proposals have been made for development of the water resources in Box Canyon which could adversely affect the Shoshone sculpin and other values. Future proposals would be scrutinized to ensure the sculpin habitat would not be adversely affected or that adverse effects could be mitigated, and to prevent degradation of scenic quality and naturalness.

The Silver Sage Playa would not be designated an ACEC in the proposed RMP. It contains a fair condition vegetation community that is uncommon. Other examples of this vegetation community exist in this and other areas, however, and many are in as good or possibly better condition. Therefore, it is neither considered to be a significant or unique natural community nor is it considered to be of more than local significance.

PART II

FINAL
ENVIRONMENTAL IMPACT STATEMENT

MONUMENT RESOURCE MANAGEMENT PLAN
FINAL ENVIRONMENTAL IMPACT STATEMENT

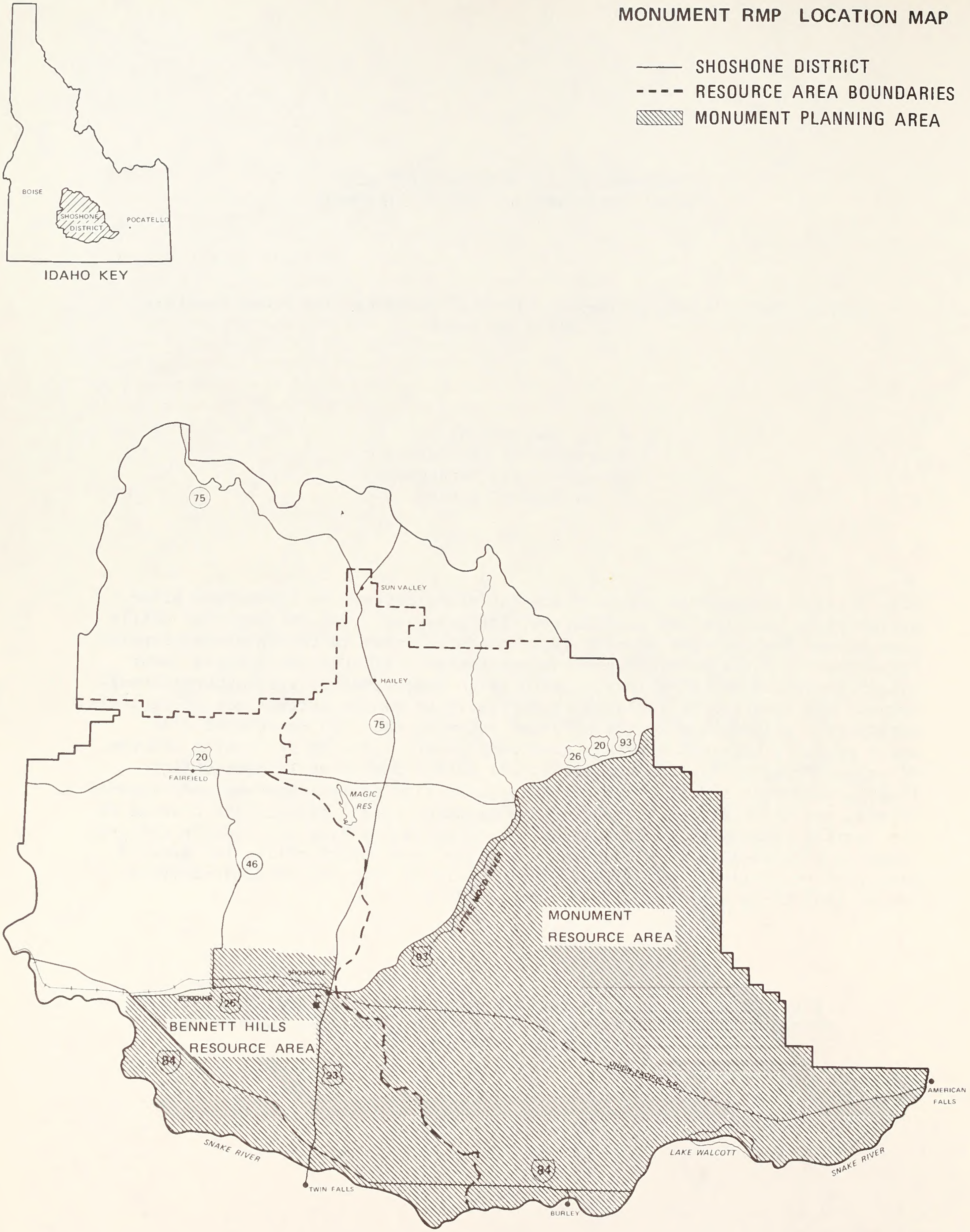
Blaine, Butte, Gooding, Jerome, Lincoln, Minidoka, and Power Counties
State of Idaho

Prepared by
Department of the Interior
Bureau of Land Management
Shoshone District

This final environmental impact statement describes and analyzes four alternative plans (and one sub-alternative) for managing 1,178,989 acres of public land in the Monument and Bennett Hills resource areas in the Shoshone District. Alternative A would continue present management. Alternative B would favor higher livestock stocking levels, more range improvements, agricultural development, and transfer of isolated or difficult to manage parcels out of Federal ownership. Alternative C, the proposed Monument Resource Management Plan, would pursue a balanced approach to multiple use, allowing production and use of commodity resources and commercial use authorization while protecting fragile resources and wildlife habitat, preserving natural systems and cultural values, and allowing for nonconsumptive resource uses. Alternative D would favor habitat management to increase wildlife populations, protection of cultural resources, protection of wilderness qualities, and opportunities for general dispersed recreation. Sub-Alternative D would be the same as Alternative D except that there would be no livestock grazing.

For further information contact Ervin Cowley, Project Manager
Bureau of Land Management, P. O. Box 2 B, Shoshone, Idaho 83352
Telephone (208) 886-2206

MONUMENT RMP LOCATION MAP



SUMMARY

The Monument Resource Management Plan (RMP) is being prepared to provide the Bureau of Land Management, Shoshone District Office with a comprehensive framework for managing 1,178,989 acres of BLM-administered public land in the Monument Planning Area (see facing map) over the next 15 to 20 years. With increasing demands for various resources, prudent stewardship of the public lands simply can no longer be accomplished without comprehensive land use planning. This document includes a draft environmental impact statement (EIS) which addresses a BLM-*proposed* RMP, three *RMP alternatives*, and one sub-alternative. Each of the alternatives reflects key public land issues identified through public participation. The *proposed Monument RMP* reflects BLM's effort to resolve resource conflicts and ensure that the public lands are managed in accordance with principles of multiple use and sustained yield.

Issues

The following issues were identified through public participation for the Monument Planning Area.

Lands - Retention or Disposal

1. Which lands should be made available for agricultural development?
2. Should lands with severe erosion hazards in the Lake Walcott area be developed for agriculture?
3. Which lands should be retained for livestock movement purposes between allotments?
4. Should isolated parcels of public lands in agricultural areas be retained for wildlife habitat values?
5. Which lands should be available for private and State exchanges?
6. What access should be provided to public lands?

Wilderness

1. Which wilderness study areas should be recommended suitable for wilderness designation?

Livestock Grazing

1. What is the current carrying capacity of allotments for livestock grazing?
2. Which allotments will have intensive management through the development of allotment management plans or coordinated resource management plans?
3. Will conversions from sheep AUMs to cattle AUMs be allowed and what will be the rate of conversion?
4. What seasons of use for livestock grazing will be allowed?
5. Are there areas where there should be no livestock grazing?

Range Improvements

1. How much brush control and seeding will be completed?
2. What will be the constraints on brush control and seeding?
3. What other improvements are needed to improve livestock management?

Fire Management

1. How can the size and frequency of wildfires be reduced to lessen impacts on wildlife habitat, soil erosion, and livestock grazing?
2. How will prescribed fire be used?

Soil Erosion

1. Will agricultural development cause accelerated wind erosion in the fragile soils in the Lake Walcott area?

2. Will resource uses cause accelerated erosion in the future on erosion-susceptible areas?

Wildlife Habitat Management

1. Which public lands should be retained and managed for terrestrial wildlife habitat?
2. What actions will be taken to manage wildlife habitat?
3. What riparian areas should be protected?
4. How should habitat for sensitive, threatened and endangered, and candidate wildlife and plant species be managed?

Minerals

1. Which areas should be retained to provide mineral materials (sand, gravel, cinders, and top soil) for private and local and State government use?
2. Which areas should be retained because of locatable mineral values?
3. Should there be restrictions on oil, gas, and geothermal activities?

Lands for Local and State Government and Other Needs

1. Which lands should be made available for local government needs such as land fills, parks, and flood control?
2. Should the National Guard be allowed to use areas for military training?
3. Should other uses be allowed, such as hydro-power plants, roads, and power lines?

Off-Road Vehicles (ORVs)

1. Should off-road vehicles be allowed to use the erosion-susceptible areas in the Lake Walcott area?
2. Should any areas be closed to ORV use?
3. Should specific ORV use areas be designated and/or developed?

Recreation

1. Should areas be designated for intensive recreation use?
2. What unique areas should be protected?

Cultural and Historic Values

1. Should areas be closed or restricted to other uses to protect cultural resources?

Alternatives

The four *RMP alternatives* addressed in this document each address the issues in a different way. *Following is a brief description of each alternative.*

Alternative A

The "No Action" alternative would continue present management direction. Most of the Monument Planning Area is not currently covered by an approved land use plan. Therefore, resource use levels for Alternative A were established by examining recent use levels and projected trends. Management direction for a portion of the southwest corner of the planning area would be provided by the existing Canyon Management Framework Plan (MFP). This MFP covers less than 3 percent of the BLM-administered public land in the planning area.

Resource use levels would generally remain the same as present levels in Alternative A. For example, livestock grazing levels would remain at present average actual use levels. No conversions from sheep use to cattle use would be allowed except where specifically addressed in an existing AMP. The number of Isolated Tracts managed for wildlife would stay at present levels.

Minor changes from the present could occur in Alternative A. Management actions required to implement an existing activity plan could be accomplished. New uses, such as communications sites, rights-of-way, and landfills could occur subject to environmental review.

Alternative B

This alternative would favor production and use of commodity resources and commercial use authorization. Management direction would favor higher livestock stocking levels, more range improvements, land disposal for agricultural development, and transfer of isolated or difficult to manage parcels out of Federal ownership. Restrictions on mining, mineral leasing, mineral material removal, and off-road vehicle use would be minimized.

Alternative C

This is *the proposed Monument RMP*. A variety of resource uses would be allowed. Production and use of commodity resources and commercial use authorization would occur, while protecting fragile resources and wildlife habitat, preserving natural systems and cultural values, and allowing for nonconsumptive resource uses. A balanced approach to multiple use would be pursued. Resource use levels would be within the range set by Alternatives B and D.

Alternative D

In this alternative, protection of fragile resources and wildlife habitat, preservation of natural systems and cultural values, and nonconsumptive resource uses would be favored. Management direction would favor habitat management to increase wildlife populations, protection of cultural resources, protection of wilderness qualities, and opportunities for general dispersed recreation.

Sub-Alternative D

Proposed resource uses in Sub-Alternative D would be the same as for Alternative D in all respects except there would be no livestock grazing. Therefore, no grazing preference would be proposed and no range improvements would be accomplished.

Summary Table

Table S-1 on the following pages shows a summary of the multiple use and transfer area acreages, resource use levels, and environmental effects for each alternative. The environmental effects shown are long-term effects that will occur by the end of 20 years. This is a summary table; the reader may need to refer to the text of the EIS for more details to answer questions.

TABLE S-1

SUMMARY

Item	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
MULTIPLE USE AND TRANSFER AREAS					
MODERATE USE (acres)	980,463	828,400	826,577	788,756	No change from D
LIMITED USE (acres)	195,068	270,295	297,992	385,819	No change from D
TRANSFER (acres)	3,458	80,294	54,420	4,414	No change from D
SPECIFIC AREAS					
Wilderness Study Areas (WSAs) Recommended Suitable (number/acres) 1/	0/0	2/67,889 2/	2/87,902	6/154,015	No change from D
Areas of Critical Environmental Concern (ACECs) (number/acres)	0/0	2/233	3/673	4/683	No change from D
Special Recreation Management Areas (SRMAs) (number/acres)	1/4,515	3/9,162	3/10,129	3/20,918	No change from D
Isolated Tracts for Upland Game Bird Management (number/acres)	87/10,563	21/3,700	92/10,885 3/	128/15,418 4/	No change from D
Areas of Geologic Interest (acres)	0	9,321	6,996	13,578	No change from D
OTHER RESOURCE USE LEVELS					
LIVESTOCK GRAZING					
Grazing Preference (AUMs)	97,562	149,997	142,879	59,111	0
Stocking Rate (acres per AUM)	9.3	5.6	6.0	15.3	N/A
Estimated Sheep to Cattle Conversion (AUMs)	4,982	22,860	21,910	8,529	0
RANGE IMPROVEMENTS					
Reseeding (acres)	0	55,500	25,500	0	0
Brush Control (acres)	13,000	19,000	19,000	13,000	0
Fence Construction (miles)	0	55	53	38	0
Water Pipeline Construction (miles)	0	100	74	50	0
Water Troughs (number)	0	124	110	83	0
Wells (number)	0	9	9	5	0
Cattleguards (number)	0	27	24	22	0
Road Construction (miles)	0	17	4	4	0
FIRE MANAGEMENT					
Road Maintenance for Access and Fuel Breaks (miles)	0	60	100	140	No change from D
Limited Suppression (acres)	1,178,989	1,004,056	997,903	976,489	No change from D
Full Suppression (acres)	0	174,933	181,086	202,500	No change from D
SOIL EROSION					
Restricted ORV use (acres)	804	2,585	2,585	2,939	No change from D
Limited Surface Disturbance in Fire Suppression (acres)	0	2,240	2,240	2,240	No change from D
Sand Dune Stabilization (acres)	150	150+	150+	150+	No change from D
WILDLIFE HABITAT					
Isolated Tracts (number)	87	21	92	128	No change from D
Pronghorn Winter Range Habitat Management Plan (HMP) (acres)	0	171,000	171,000	171,000	No change from D
Pronghorn Summer Range HMP (acres)	0	60,000	60,000	60,000	No change from D
Sage Grouse HMP (acres)	0	67,000	67,000	67,000	No change from D
MINERALS					
Mineral Material Removal Prohibited (acres)	0	0	1,264	1,264	No change from D
Closed to New Mining Claims (acres)	0	67,989	87,902	154,015	No change from D
Surface Occupancy Restricted (acres)	0	9,554	7,669	14,261	No change from D
Withdraw From Mineral Entry and Leasing (acres)	0	0	0	2,240	No change from D
OFF-ROAD VEHICLES (ORVs)					
Open (acres)	1,178,185	1,108,410	1,086,206	1,019,729	No change from D
Limited (acres)	354	2,240	2,680	3,034	No change from D
Closed (acres)	450	68,339	90,103	156,226	No change from D

TABLE S-1 (Cont.)

SUMMARY

Item	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
RECREATION					
SRMAs (number/acres)	1/4,515	3/9,162	3/10,129	3/20,918	No change from D
Vineyard Creek and Box Canyon Special Values Protected?	No	Yes	Yes	Yes	No change from D
Dry Cataracts Special Values Protected?	No	No	Yes	Yes	No change from D
Areas of Geologic Interest (acres)	0	9,321	6,996	13,578	No change from D
CULTURAL RESOURCES					
ORV Closure (acres)	450	345	345	345	No change from D
ORV Limitation (acres)	0	2,240	2,240	2,240	No change from D
Limited Surface Disturbance in Fire Suppression (acres)	0	2,585	2,585	2,585	No change from D
Cultural Resource Management Plans (number)	0	4	4	4	No change from D
ENVIRONMENTAL EFFECTS					
FIRE MANAGEMENT					
Number of Fires Annually (percent change)	0	- 1	0	0	+ 50
Acres Burned Annually (percent change)	0	- 5	0	+ 6 to + 7	+ 100
WILDLIFE					
Bliss Rapids Snail Habitat Protection Emphasis	No	Yes	Yes	Yes	Yes
Ferruginous Hawk	Population Increase	Population Increase	Population Increase	Population Increase	Substantial Population Increase
Swainson's Hawk	Population Increase	Population Increase	Population Increase	Population Increase	Population Increase
Burrowing Owls (percent change)	+ 10	- 4	+ 6	+ 15	+ 15
Shoshone Sculpin Habitat Protection Emphasis	No	Yes	Yes	Yes	Yes
Pheasants and Gray Partridge (percent change)	+ 10	0	+ 13	+ 34	+ 31
Sage Grouse (percent change)	0	+ 1.5	+ 1	+ 10	- 20
Pronghorn (percent change)	+ 4	- 9	- 2	+ 39	+ 22
Mule Deer (percent change)	+ 4	- 11	- 1	+ 31	0
Hybrid Trout Habitat Protection Emphasis	No	Yes	Yes	Yes	Yes
Non-Game Birds (percent change)	+ 2	- 7	- 3	+ 8	- 3
GRAZING MANAGEMENT					
AUMs Lost to Land Transfers	330	13,168	9,432	157	No Grazing
Number of Allotments/Permittees Significantly Affected by Land Transfers	4/4	44/74	34/56	0/0	No Grazing
Number of Allotments Entirely Transferred	4	29	21	0	No Grazing
AUMs Lost Annually to Wildfire With no Opportunity to Shift Use to Other Areas	0	5,768	5,667	0	No Grazing
VEGETATION					
Trend					
Downward (percent)	5	4	4	1	1
Stable (percent)	74	77	76	75	75
Upward (percent)	21	19	20	24	24
Condition					
Poor (percent)	70	63	6B	69	64
Fair (percent)	8	8	8	8	13
Good (percent)	2	2	2	3	3
Seeded (percent)	20	27	22	20	20
Substation Tract Protected?	No	No	Yes	Yes	Yes
Silver Sage Playa Protected?	No	No	No	Yes	Yes

TABLE S-1 (Cont.)

SUMMARY

Item	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
LANDS					
Lands Available for Transfer (acres)	3,458	80,294	54,420	4,414	4,414
Ag. Entry Applications Available for Transfer (acres)	0	43,510	26,570	3,109	3,109
Ag. Entry Applications Not Available for Transfer (acres)	43,990	480	17,420	40,881	40,881
WILDERNESS					
Recommended Suitable, Wilderness Values Protected (acres)	0	67,889	87,902	154,015	154,015
Recommended Non-Suitable, Wilderness Values Not Protected (acres)	154,015	86,126	66,113	0	0
NATURAL HISTORY					
Areas of Geologic Interest Protected (acres)	0	10,254	10,254	16,836	16,836
Areas of Geologic Interest Not Protected (acres)	16,836	6,582	6,582	0	0
Dry Cataracts Protected?	No	No	Yes	Yes	Yes
Box Canyon Protected?	No	Yes	Yes	Yes	Yes
CULTURAL RESOURCES					
High Density Occurrence Areas Protected From ORV Disturbance (acres)	795	7,790	7,790	12,549	12,549
High Density Occurrence Areas Protected From Surface Disturbance in Fire Suppression	0	7,685	7,685	12,329	12,329
RECREATION					
Mule Deer Hunting (percent change)	+ 300	+ 299	+ 291	+ 263	+ 263
Pheasant Hunting (percent change)	+ 88	+ 64	+ 84	+ 96	+ 96
Gray Partridge Hunting (percent change)	+ 100	+ 84	+ 96	+ 104	+ 104
Nature Study (percent change)	+ 40	+ 46	+ 48	+ 56	+ 56
Cold Water Fishing (percent change)	+ 60	+ 63	+ 63	+ 63	+ 63
ORV Use (percent change)	+ 100	+ 107	+ 99	+ 68	+ 68
Float Boating (percent change)	+ 400	+ 347	+ 400	+ 400	+ 400
Dispersed Recreation (percent change)	+ 120	+ 123	+ 125	+ 136	+ 136
SOILS					
Soil Erosion Rate (tons/acre/year)	4.8	5.4	5.2	4.1	4.6
Severe Erosion Areas (acres)	36,509	38,936	39,248	33,469	43,555
Reduced Soil Productivity (acres)	519	19,712	11,846	837	837
MINERALS					
Mineral Material Removal Prohibited (acres)	0	0	1,264	1,264	1,264
Closed to New Mining Claims (acres)	0	67,889	87,902	154,015	154,015
Surface Occupancy Restricted (acres)	0	9,554	7,669	14,261	14,261
Withdrawn From Mineral Entry and Leasing (acres)	0	0	0	2,240	2,240
Existing and Potential Material Sites Transferred (acres)	2,900	4,163	3,163	220	220
ECONOMIC CONDITIONS					
Total Annual Income Change (dollars)	+2,000,000	+7,900,000	+6,000,000	+1,200,000	+600,000
Total Employment Change (number of jobs)	+ 202	+ 676	+ 506	+ 173	+ 136
Annual Costs (dollars)	306,180	476,600	429,815	408,905	475,160

1/ Does not include 179,990 acres of the Great Rift WSA recommended suitable in a previous study.
2/ Portions of two WSAs.
3/ Includes 395 acres within the Snake River Rim SRMA.
4/ Includes 534 acres within the Snake River Rim SRMA.

TABLE OF CONTENTS

CHAPTER 1
INTRODUCTION

Purpose and Need 1-1
Description of the Planning Area 1-2
Planning Process 1-2
Issues 1-4
  Lands - Retention or Disposal 1-4
    Questions to be Answered 1-5
  Wilderness 1-5
    Questions to be Answered 1-5
  Livestock Grazing 1-5
    Questions to be Answered 1-6
  Range Improvements 1-6
    Questions to be Answered 1-6
  Fire Management 1-6
    Questions to be Answered 1-7
  Soil Erosion 1-7
    Questions to be Answered 1-7
  Wildlife Habitat Management 1-7
    Questions to be Answered 1-7
  Minerals 1-8
    Questions to be Answered 1-8
  Lands for Local and State Governments and Other Needs 1-8
    Questions to be Answered 1-8
  Off-Road Vehicles (ORVs) 1-9
    Questions to be Answered 1-9
  Recreation 1-9
    Questions to be Answered 1-9
  Cultural and Historic Resources 1-10
    Questions to be Answered 1-10
Planning Criteria 1-10
Selective Management 1-11
Monitoring and Evaluation 1-12

CHAPTER 2
ALTERNATIVES

Resource Management Guidelines 2-1
  Air Quality 2-1
  Allowable Uses 2-1
  Areas of Critical Environmental Concern 2-2
  Coordination With Other Agencies, State and Local Governments, and Indian Tribes 2-2
  Cultural Resources 2-2
  Detailed Management Plans 2-3
  Economic and Social Considerations 2-3
  Environmental Reviews 2-3
  Fish and Wildlife 2-3

TABLE OF CONTENTS (Cont.)

Geology, Energy, and Minerals 2-4
    Geology, Energy, and Minerals Management 2-4
    Location of Mining Claims 2-4
    Leasing and Sale 2-4
Land Tenure Adjustment 2-5
Motorized Vehicle Access and Use 2-5
Public Utilities 2-6
Rangeland Management 2-6
    Grazing Preference 2-6
    Range Improvements, Grazing Systems, Other Range Management Practices 2-6
    Wild Horses and Burros 2-7
Recreation 2-7
    Recreation Management 2-7
    Recreation Facilities 2-7
Watershed 2-7
    Watershed Management 2-7
    Water Improvements 2-8
    Water Rights 2-8
Wilderness 2-8
    Preliminary Recommendations to Congress 2-8
    Areas Designated Wilderness 2-8
    Areas Not Designated Wilderness 2-9
Control of Noxious Weeds 2-9
General Provisions for Multiple Use and Transfer Areas 2-9
Limited Use Areas 2-10
Moderate Use Areas 2-10
Intensive Use/Development Areas 2-10
Transfer Areas 2-11
Alternatives Eliminated From Consideration 2-11
Maximum Grazing 2-11
Restore and Maintain High Ecological Condition 2-11
Maximize Wildlife Populations 2-12
Remove Imprints of Human Use and Exclude All Uses That Affect Natural Values 2-12
Other Alternatives 2-12
Alternatives Considered in Detail 2-13
Items Included in the Alternative Descriptions 2-13
    Goals 2-13
    Multiple Use and Transfer Areas and Other Resource Uses . . . 2-13
    Summary of Activity Plans 2-14
Items Common to All Alternatives 2-14
Description of Alternatives 2-15
    Alternative A 2-15
    Alternative B 2-18
    Alternative C 2-30
    Alternative D 2-43
    Sub-Alternative D 2-54
Relationship of Alternatives to National Environmental Policy Act (NEPA) Goals 2-54

CHAPTER 3
AFFECTED ENVIRONMENT

Introduction 3-1
Fire Management 3-2
  Fire Ecology 3-2
Wildlife 3-3
  Bald Eagle (Endangered) 3-4
  Bliss Rapids Snail (Candidate Endangered) 3-4
  Ferruginous Hawk (Candidate Threatened) 3-4
  Swainson's Hawk (Candidate Threatened) 3-5
  Burrowing Owl (Sensitive) 3-5
  Long-Billed Curlew (Sensitive) 3-5
  Shoshone Sculpin (Candidate Endangered) 3-6
  Ring-Necked Pheasant 3-6
  Gray Partridge (Hungarian Partridge) 3-6
  Sage Grouse 3-6
  Pronghorn 3-7
  Mule Deer 3-7
  Hybrid Cutthroat/Rainbow Trout 3-7
  Non-Game Species 3-8
  Riparian Habitat 3-8
  Isolated Tracts 3-8
Livestock Forage 3-9
  Grazing Management 3-9
  Vegetation 3-10
  Threatened and Endangered Plants 3-13
Lands 3-14
  Agricultural 3-15
  Land for Local Government and Community Expansion 3-15
  Known Land Exchange, Sale, or Land Acquisition Proposals 3-16
  Isolated Tracts 3-16
  Present Use Authorizations 3-17
  Unauthorized Use 3-18
Wilderness 3-19
  Shale Butte WSA (57-2) 3-19
    Size 3-19
    Naturalness 3-19
    Solitude 3-19
    Primitive Recreation 3-20
    Optional Wilderness Characteristics 3-20
  Sand Butte WSA (57-8) 3-20
    Size 3-20
    Naturalness 3-20
    Solitude 3-20
    Primitive Recreation 3-21
    Optional Wilderness Characteristics 3-21
  Raven's Eye WSA (57-10) 3-21
    Size 3-21
    Naturalness 3-21
    Solitude 3-21

TABLE OF CONTENTS (Cont.)

Primitive Recreation 3-22
Optional Wilderness Characteristics 3-22
Little Deer WSA (57-11) 3-22
Size 3-22
Naturalness 3-22
Solitude 3-23
Primitive Recreation 3-23
Optional Wilderness Characteristics 3-23
Bear Den Butte WSA (57-14) 3-23
Size 3-23
Naturalness 3-24
Solitude 3-24
Primitive Recreation 3-24
Optional Wilderness Characteristics 3-24
Shoshone WSA (59-7) 3-24
Size 3-24
Naturalness 3-25
Solitude 3-25
Primitive Recreation 3-25
Optional Wilderness Characteristics 3-25
Natural History 3-25
Cultural Resources 3-27
Recreation 3-28
Recreation Opportunities 3-28
Extensive Recreation Management 3-29
Intensive Recreation Management 3-29
Visual Quality 3-30
Soils 3-31
Soil Origin 3-31
Soil Erosion 3-31
Soil Potentials 3-32
Potential 3-32
Erosion Potential and Soil Productivity 3-33
Minerals and Energy 3-33
Leasable Minerals 3-33
Oil and Gas 3-33
Geothermal 3-34
Locatable Minerals 3-34
Saleable Minerals 3-35
Economic Conditions 3-35
Income 3-35
Employment 3-35
Multipliers 3-36
Construction Industry 3-36
Recreation Industry 3-36
Crop Agriculture Industry 3-37
Livestock Industry 3-38
Permit Values 3-39

CHAPTER 4
ENVIRONMENTAL CONSEQUENCES

Introduction 4-1
Effects of the Alternatives 4-1
  Alternative A 4-1
    Fire Management 4-1
    Wildlife 4-1
    Livestock Forage 4-3
    Lands 4-4
    Wilderness 4-6
    Natural History 4-9
    Cultural Resources 4-10
    Recreation 4-10
    Soils 4-11
    Minerals and Energy 4-11
    Economic Conditions 4-11
  Alternative B 4-13
    Fire Management 4-13
    Wildlife 4-13
    Livestock Forage 4-16
    Lands 4-17
    Wilderness 4-18
    Natural History 4-22
    Cultural Resources 4-22
    Recreation 4-23
    Soils 4-24
    Minerals and Energy 4-24
    Economic Conditions 4-25
  Alternative C 4-28
    Fire Management 4-28
    Wildlife 4-28
    Livestock Forage 4-30
    Lands 4-32
    Wilderness 4-33
    Natural History 4-37
    Cultural Resources 4-37
    Recreation 4-37
    Soils 4-39
    Minerals and Energy 4-39
    Economic Conditions 4-40
  Alternative D 4-42
    Fire Management 4-42
    Wildlife 4-43
    Livestock Forage 4-45
    Lands 4-46
    Wilderness 4-47
    Natural History 4-48
    Cultural Resources 4-48
    Recreation 4-49
    Soils 4-50

TABLE OF CONTENTS (Cont.)

CHAPTER 4
ENVIRONMENTAL CONSEQUENCES

        Minerals and Energy 4-50
        Economic Conditions 4-51
    Sub-Alternative D - No Grazing 4-53
        Fire Management 4-53
        Wildlife 4-54
        Livestock Forage 4-56
        Lands 4-57
        Wilderness 4-57
        Natural History 4-57
        Cultural Resources 4-58
        Recreation 4-58
        Soils 4-58
        Minerals and Energy 4-58
        Economic Conditions 4-58
Adverse Effects Which Cannot Be Avoided 4-59
    Wildlife 4-60
    Livestock Forage 4-60
        Grazing Management 4-60
        Vegetation 4-61
    Lands 4-61
    Wilderness 4-61
    Recreation 4-61
    Soils 4-61
    Minerals 4-62
Relationship Between Short-Term Uses of Man's Environment and
    the Maintenance and Enhancement of Long-Term Productivity 4-62
Irreversible or Irretrievable Commitments of Resources 4-63
    Wildlife 4-63
    Livestock Forage 4-63
    Lands 4-63
    Wilderness 4-63
    Recreation 4-64
    Soils 4-64
    Minerals 4-64

CHAPTER 5
CONSULTATION AND COORDINATION

Public Participation 5-1
    Key Dates 5-1
    Public Review 5-3
    Public Comments 5-9
        Types of Comments 5-9
        Opinions, Preferences, and Recommendations 5-10
        Substantive Comments Related to the Adequacy of the EIS . . . 5-16

TABLE OF CONTENTS (Cont.)

APPENDIX A
MONITORING AND EVALUATION PLAN

Monitoring and Evaluation Plan A-1

APPENDIX B
FIRE MANAGEMENT

General Fire Ecology B-1
Fire Ecology Zones B-1
  Zone 1 . . . . B-1
  Zone 1A B-2
  Zone 2 . . . . B-2
  Zone 3 . . . . B-2
  Zone 4 . . . . B-3
  Zone 5 . . . . B-3
  Zone 6 . . . . B-4
Standard Operating Procedures B-4
General Fire Suppression Methods B-4

APPENDIX C
WILDLIFE

Methodology C-1
  Bald Eagle C-1
  Bliss Rapids Snail C-1
  Ferruginous Hawk and Swainson's Hawk C-1
  Burrowing Owl C-1
  Shoshone Sculpin C-2
  Method for Calculating Effects on Wildlife Numbers C-2
  Ring-Necked Pheasant and Gray Partridge C-2
  Pronghorn C-3
  Mule Deer C-3
  Non-Game C-3
  Sage Grouse C-3
  Hybrid Cutthroat/Rainbow Trout C-4
  Isolated Tracts C-4
Criteria for Selecting Isolated Tracts for Wildlife (L11)
  From Agricultural Entry (T2) Areas C-4
  Criteria C-5

APPENDIX D
LIVESTOCK FORAGE

Implementation D-1
  Selective Management D-1
  Implementing Changes in Allotment Management D-2
    Livestock Use Adjustments D-2

Range Improvements and Treatments D-2
Grazing Systems D-3
Conversions D-3
Future Livestock Use Adjustments D-4
Range Improvements D-4
Structural Improvements D-5
Fences D-5
Cattleguards D-5
Wells D-5
Pipelines and Troughs D-5
Roads D-6
Nonstructural Improvements D-6
Prescribed Fire D-6
Plowing, Disking, and Seeding D-6
Chemical Control of Vegetation D-7
Cost Effectiveness of Range Improvements D-7
Maintenance of Range Improvements D-7
Grazing Systems D-7
Rest-Rotation Grazing D-7
Modified Rest-Rotation Grazing D-8
Deferred Rotation Grazing D-8
Deferred Grazing D-8
Seasonal Grazing D-8
Methodology Used in the Vegetative Inventory D-9
Classification D-9
Ecological Condition D-9
Range Trend D-10
Projecting Ecological Condition and Trend D-10
Determining the Proposed Stocking Rate D-11
Alternative A D-11
Alternatives B and C D-11
Downward Adjustments D-11
Upward Adjustments D-12
Alternative D D-13

APPENDIX E
LANDS

Standard Operating Procedures E-1
Withdrawals E-1
Transfers E-1
Agricultural E-2
Exchanges E-3
Sales E-3
Land Use Authorizations E-3
Unauthorized Use E-4

TABLE OF CONTENTS (Cont.)

APPENDIX F
DETAILED DISCUSSION OF AREAS BEING STUDIED FOR WILDERNESS

Detailed Discussion of Areas Being Studied for Wilderness F-1

APPENDIX G
RECREATION

Methodology G-1

APPENDIX H
CULTURAL RESOURCES

Standard Operating Procedures H-1

APPENDIX I
SOILS

Soil Erosion Calculation I-1
  Wind Erosion Equation I-1
  Musgrave Equation - Water I-1
  Existing Erosion Rates I-2
  Changes in Erosion Rates I-2
  Soils Map and Table I-3

APPENDIX J
ECONOMIC CONDITIONS

List of Assumptions J-1

GLOSSARY

REFERENCES

INDEX

LIST OF TABLES

Table No. | Title | Page No.

Summary

S-1 Summary S-7

Chapter 2

2-1 Summary of Issues Addressed in Each Alternative 2-55
2-2 Comparison of Multiple Use and Transfer Areas 2-65
2-3 Comparative Summary of Cumulative Effects 2-66

Chapter 3

3-1 Basic Ranch Group Characteristics 3-38
3-2 Ranch Budget Summary 3-38

Chapter 4

4-1 Livestock Income and Employment Changes Alternative A 4-12
4-2 Livestock Income and Employment Changes Alternative B 4-25
4-3 Livestock Income and Employment Changes Alternative C 4-40
4-4 Livestock Income and Employment Changes Alternative D 4-51

Chapter 5

5-1 List of Preparers 5-54

Appendix B

B-1 Summary of Fire Effects on Major Plant Species B-6

Appendix D

D-1 Summary of Allotment Condition and Authorized Use D-14
D-2 Plant Species Commonly Occurring in Present Vegetation Types . D-19
D-3 Livestock Forage by Allotment for Each Alternative D-21

Appendix I

I-1 Soil Potentials I-4

Appendix J

J-1 Summary Table by Crop and Weighted Values J-2
J-2 Farm Budget J-3
J-3 Detailed Comparison of Effects of the Alternatives J-5

LIST OF MAPS

Map Number	Title
1	Land Status
2	Alternative A
3	Alternative B
4	Alternative C
5	Alternative D
6	Fire Ecology
7	Wildlife
8	Cultural Resources, Areas of Geologic Interest, and Isolated Tracts
9	Grazing Allotments and Observed Apparent Trend
10	Ecological and Seeded Condition
11	Present Vegetation
12	Lands and Agricultural Suitability
13	Wilderness and Recreation
14	General Soils
15	Minerals and Kimama Pronghorn Winter Range HMP
16	Proposed Range Developments

CHAPTER 1

INTRODUCTION

PURPOSE AND NEED

The Monument Resource Management Plan (RMP) is being prepared to provide the Bureau of Land Management, Shoshone District Office with a comprehensive framework for managing 1,178,989 acres of BLM-administered public land over the next 15 to 20 years. With increasing demands for various resources, prudent stewartship of the public lands simply can no longer be accomplished without comprehensive land use planning. This document contains a final environmental impact statement (EIS) which addresses a proposed RMP, three other alternative RMPs, and one sub-alternative. Each of the RMP alternatives reflect key public land issues identified through public participation. The proposed RMP reflects BLM's effort to resolve resource conflicts and ensure that the public lands are managed in accordance with the principles of multiple use and sustained yield.

The Monument RMP is being prepared under authority of and in accordance with Sections 201 and 202 of the Federal Land Policy and Management Act of 1976 (Public Law 94-579, FLPMA). Further, pursuant to Section 603 of FLPMA, this document analyzes preliminary wilderness suitability recommendations for six wilderness study areas (WSAs) located within the planning area boundary. For these WSAs, this document will make only preliminary recommendations as to their suitability or nonsuitability for inclusion into the National Wilderness Preservation System. These recommendations will be reported through the Director of the BLM, the Secretary of Interior, and the President to Congress. The final decision on suitability or nonsuitability of the WSAs will be made by Congress.

This document also serves as the instrument to satisfy the intent of the 1975 U. S. District Court approved agreement (Case #1983-73) between BLM and the Natural Resources Defense Council, et al., in which BLM agreed to consider the impacts of various intensities of livestock grazing in its decision making process. With livestock grazing being identified as one of the planning issues, it is logical it be analyzed through this land use plan and consider the NRDC/BLM agreement.

The draft EIS is designed and intended to aid Bureau officials in the final selection of a resource management plan. The EIS further satisfies the intent of the Council on Environmental Quality's (CEQ) regulations for implementing the National Environmental Policy Act of 1969 (NEPA), 40 CFR Part 1500. The intent of the CEQ regulations is to "ensure environmental information is available to public officials and citizens before decisions are made and before actions are taken." When finalized, the EIS will provide an environmental analysis of the approved RMP which may be referenced for future activity planning and project implementation associated with the RMP.

DESCRIPTION OF THE PLANNING AREA

The Monument Planning Area encompasses 2,059,441 acres north of the Snake River in southcentral Idaho. It includes all of Jerome and Minidoka counties and portions of Gooding, Lincoln, Blaine, Butte, and Power counties. The area is generally bounded by Bliss on the west, American Falls on the east, the Snake River on the south, and Craters of the Moon National Monument on the north. Of the 2,059,441 acres, 57 percent (1,178,989 acres) is public land administered by BLM, 2 percent (39,576 acres) is public land administered by other Federal agencies, 3 percent (65,932 acres) is land belonging to the State of Idaho, and 38 percent (774,944 acres) is privately owned land.

The planning area is divided between two resource areas. The Bennett Hills Resource Area contains 179,926 acres of public land administered by BLM west of the Gooding-Milner Canal and the Monument Resource Area has 999,063 acres.

The map at the beginning of the Summary section of this document shows the general location of the area. Map 1, in the back of the document, shows the land status.

PLANNING PROCESS

The planning process described in BLM Planning Regulations 43 CFR 1600 contains nine steps.

1. Identification of Issues

Each BLM resource area has different problems, needs, and resource uses. At the very beginning of the planning process, the BLM listens to citizens' suggestions regarding development and protection of the area's resources. These issues then become important to the planning effort and will be considered in each step of the process. At this step, the BLM needs the public to help determine the issues and their importance. The issues and conflicts are not resolved at this step, but it is important for the BLM to hear specific comments.

2. Development of Planning Criteria

Once the issues have been identified, the District Manager prepares criteria to guide development of the plan. These criteria are used to guide the gathering of information and, later, to evaluate alternatives. The criteria are published for public comment before they are adopted by the District Manager.

3. Inventory and Information Collection

The BLM planning team needs to know the present condition of the resources in the area and their past production levels. The District Manager arranges for the district staff to collect and assemble this information. BLM appreciates public contributions of information.

4. Analysis of the Management Situation

The planning team assesses the capability of the public land resources to respond to the needs, concerns, and opportunities previously identified through public participation. The BLM policy and the policies, plans, and programs of other federal agencies, state and local governments, and Indian tribes also play a role in this analysis. The Analysis of the Management Situation for the Monument Planning Area is located in the Shoshone District Office.

5. Formulation of the Alternatives

Several alternative plans are prepared that will range from emphasizing production of resources to favoring protection of resources, including continuation of present management. Each alternative must be a complete plan for managing the resources in the planning area. The public comments help identify conflicts among the alternatives.

6. Effects of the Alternatives

The BLM interdisciplinary team analyzes the physical, biological, economic, and social effects of implementing each alternative. The environmental effects of the alternatives must be discussed and the relationship between short term uses of the environment and long term productivity analyzed during this step.

7. Selection of a Preferred Alternative

Alternatives and their effects are evaluated according to the planning criteria developed in Step 2. The District Manager then selects a preferred alternative based on information and analysis developed up to this point in the planning process. This alternative is included in the draft plan and draft environmental impact statement which are presented to the public. It is important for the public to participate in the review and comment period at this time. This draft RMP/EIS identifies BLM's preferred alternative.

8. Selection of the Resource Management Plan

After evaluation of comments received on the draft plan and draft environmental impact statement, the District Manager selects a proposed Resource Management Plan. If the proposed plan is not within the range of the alternatives in the draft plan, and the environmental effects are significantly different, a new draft plan must be prepared. After review and concurrence, including a review by the Governor for consistency with State or local plans, policies, or programs, the State Director approves the final plan and environmental impact statement.

9. Monitoring and Evaluation

Once the plan is approved by the State Director it is then time to begin carrying it out. The BLM requests funding to implement the plan and schedules a review of the plan every five years. The review determines whether mitigating measures are effective, whether environmental limits have been exceeded, whether other federal, state, or local plans have changed, or whether there is new data of significance to the plan. Monitoring studies begin as soon as possible and are used, along with initial inventory data, to sustain or modify use adjustments. These studies will be conducted on a recurring basis. Monitoring and evaluation reports are available for public review.

10. Maintenance, Amendment, and Revision

Resource Management Plans will be maintained to reflect minor changes in data and further refinement or documentation of the approved plan. Maintenance will not result in expansion of the scope of resource use or restrictions, or changes in the terms, conditions or decisions of the approved plan. Maintenance does not require formal public involvement, interagency coordination, or the preparation of NEPA documents.

When changes are required beyond maintenance, the RMP must be amended in accordance with the BLM planning regulations. Amendments will include the NEPA process to determine environmental impacts, public involvement, interagency coordination, and consistency determinations as required by the regulations.

When conditions change that affect the entire plan or major portions of the plan, then the plan will be revised using the regulations required for the preparation of a new plan.

ISSUES

Lands - Retention or Disposal

The most discussed issue in the Monument Planning Area is the amount of land that should be made private through sales, Desert Land Entry, or Carey Act. This issue was discussed by two major groups: those favoring the development of additional agricultural lands; and the present users of the public lands, livestock operators, sportsmen, ORV users, etc., opposing further development. Of particular concern was the Lake Walcott area with erosive soils where it was feared that agricultural development would cause increased wind erosion. This could cause off-site damage to fences, roads, and reduced productivity of adjoining lands.

Questions to be Answered

1. Which lands should be made available for agricultural development?
2. Should lands with severe erosion hazards in the Lake Walcott area be developed for agriculture?
3. Which lands should be retained for livestock movement purposes between allotments?
4. Should isolated parcels of public lands in agricultural areas be retained for wildlife habitat values?
5. Which lands should be available for private and State exchanges?
6. What access should be provided to public lands?

Wilderness

Wilderness is a very emotional issue. Public comments either supported as much wilderness as possible, or said there is no need for more wilderness of any kind. Both of these opinions were expressed frequently.

Questions to be Answered

1. Which wilderness study areas should be recommended suitable for wilderness designation?

Livestock Grazing

As most of the planning area has been grazed by livestock for a long time, there was concern with the grazing levels of particular allotments. In addition, there was concern that the maximum potential for livestock forage production was not adequate. The decline of the sheep industry has created a concern that the historic sheep use areas be converted to cattle use.

Questions to be Answered

1. What is the current carrying capacity of allotments for livestock grazing?
2. Which allotments will have intensive management through the development of allotment management plans or coordinated resource management plans?
3. Will conversions from sheep AUMs to cattle AUMs be allowed and what will be the rate of conversion?
4. What seasons of use for livestock grazing will be allowed?
5. Are there areas where there should be no livestock grazing?

Range Improvements

The center of this issue is the perceived need for additional brush control by the livestock industry. Wildlife support groups are concerned that too much brush removal would be damaging to wildlife habitat. Livestock operators are also interested in additional improvements, such as fences or wells, that are needed to improve livestock management.

Questions to be Answered

1. How much brush control and seeding will be completed?
2. What will be the constraints on brush control and seeding?
3. What other improvements are needed to improve livestock management?

Fire Management

The Monument Planning Area has a very large average annual acreage burned by wildfire, thus perpetuating the cheatgrass invasion. Repeated burns are significantly reducing sagebrush over a large portion of the planning area. This issue is particularly important to wildlife habitat management. In addition, there are adverse impacts to soil and livestock grazing.

Questions to be Answered

1. How can the size and frequency of wildfires be reduced to lessen impacts on wildlife habitat, soil erosion, and livestock grazing?
2. How will prescribed fire be used?

Soil Erosion

Although soil erosion is a very localized problem within the planning area, there is much concern as to the possibility of increased wind erosion from the high erosion potential areas. The area north of Lake Walcott is of particular concern. The focus was on potential wind erosion caused by development of new farm land in high erosion-susceptible areas.

Questions to be Answered

1. Will agricultural development cause accelerated wind erosion in the fragile soils in the Lake Walcott area?
2. Will resource uses cause accelerated erosion in the future on erosion-susceptible areas?

Wildlife Habitat Management

Wildlife habitat is an important part of the public land resources within the planning area. This area contains habitat for deer, antelope, sage grouse, burrowing owls and long-billed curlew (both sensitive species), Shoshone sculpin (sensitive species), ferruginous hawk and Swainson's hawk (both candidate species for threatened status), and other wildlife. In addition, there is concern for the maintenance and protection of riparian areas.

Questions to be Answered

1. Which public lands should be retained and managed for terrestrial wildlife habitat?

2. What actions will be taken to manage wildlife habitat?
3. What riparian areas should be protected?
4. How should habitat for sensitive, threatened and endangered, and candidate wildlife and plant species be managed?

Minerals

The principle mineral concern was expressed by local government for the need for material for road building. This planning area contains only limited quantities of mineral materials suitable for road construction. In addition, there was a concern as to whether any lands should be restricted to mineral entry or mineral leasing.

Questions to be Answered

1. Which areas should be retained to provide mineral materials (sand, gravel, cinders, and top soil) for private and local and State government use?
2. Which areas should be retained because of locatable mineral values?
3. Should there be restrictions on oil, gas, and geothermal activities?

Lands for Local and State Governments and Other Needs

The need for lands, particularly for land fills, but also other needs, was identified by local government. There are limited areas with suitable soils for land fills. In addition, there was concern expressed about the existing National Guard training areas. There are numerous other potential uses, particularly rights-of-way for powerlines, communication sites, roads, and low-head hydro-power projects.

Questions to be Answered

1. Which lands should be made available for local government needs such as land fills, parks, and flood control?

2. Should the National Guard be allowed to use areas for military training?

3. Should other uses be allowed, such as hydro-power plants, roads, and powerlines?

Off-Road Vehicles (ORVs)

ORV use is concentrated in Jerome County near U.S. Highway 93 on the Snake River Canyon Rim and in the Lake Walcott area near American Falls. Light use occurs outside these areas. The major concern was on-going and potential resource damage.

Questions to be Answered

1. Should off-road vehicles be allowed to use the erosion-susceptible areas in the Lake Walcott area?

2. Should any areas be closed to ORV use?

3. Should specific ORV use areas be designated and/or developed?

Recreation

Recreation concerns generally centered within these areas: ORV (previously discussed); general recreation (hunting, sightseeing, nature study); areas of intensive recreation use; and unique areas. There was concern as to the impacts of the various actions and the reduction of recreational opportunities.

Questions to be Answered

1. Should areas be designated for intensive recreation use?

2. What unique areas should be protected?

Cultural and Historic Resources

There was a general interest in the protection and interpretation of the cultural and historic resources within the unit.

Questions to be Answered

1. Should areas be closed or restricted to other uses to protect cultural resources?

PLANNING CRITERIA

Planning criteria were prepared to guide development of the RMP. They indicate the factors and data that must be considered in making decisions. Ten general criteria *were* considered:

1. Social and Economic Values;
2. Plans, programs, and policies of other Federal agencies, State and local government, and Indian tribes;
3. Existing laws, regulations, and BLM policy;
4. Future needs and demands for existing or potential resource commodities and values;
5. Public input;
6. Public welfare and safety;
7. Past and present use of public and adjacent lands;
8. Public benefits of providing goods and services in relation to costs;
9. Quantity and quality of noncommodity resource values; and
10. Environmental impacts.

More detailed planning criteria can be obtained from the Idaho RMP Guidebook and the Monument Planning Area Planning Criteria. Both documents are available for review at the Shoshone District Office.

SELECTIVE MANAGEMENT

Selective management, as applied to the rangeland program, is the categorization of grazing allotments into three management groups based upon similarities of resource characteristics, management needs, and economic and resource-based potential for rangeland improvement. All livestock grazing allotments have been categorized as "I" (Improvement Needed), "M" (Maintain), or "C" (Custodial Management) based upon the following criteria and additional criteria developed from issues specific to the Monument Planning Area.

1. "I" Category

   Category "I" allotments presently include unsatisfactory conditions, have the greatest potential for improvement, and may present serious resource use conflicts.

2. "M" Category

   Category "M" allotments are in satisfactory range condition, are producing near their identified potential, and have no known present or anticipated serious resource use conflicts.

3. "C" Category

   Category "C" allotments usually include only small acreages of public land or lands classified for transfer from Federal ownership. These allotments do not present management problems, regardless of condition. They present no significant potential for increasing production. Resource conflicts are either nonexistent or are outweighed by other considerations.

The order of these categories as discussed above represents the relative order of priority for the investment in range improvements and conducting of range monitoring studies, subject to user contributions and further consultation. Selective Management within the rangeland program will provide a framework from which prudent expenditure of rangeland investments can be made, consistent with an approved land use plan.

Appendix D contains further discussion of selective management under "Implementation."

MONITORING AND EVALUATION

The results of implementing the selected RMP will be examined periodically to inform the resource managers and public of the progress of the plan. The results being achieved under the plan will be compared with the plan objectives.

Monitoring and evaluation help the resource managers

- to determine whether an action is accomplishing the intended purpose,
- to determine whether mitigating measures are satisfactory,
- to determine if the decisions in the plan are being implemented,
- to determine if the related plans of other agencies, governments, or Indian tribes have changed, resulting in an inconsistency with the RMP,
- to identify any unanticipated or unpredictable effects, and
- to identify new data of significance to the plan.

The proposed monitoring and evaluation plan for the Monument RMP is shown in Appendix A. The plan specifies resource components to be monitored, how they will be monitored, where they will be monitored, the estimated cost of monitoring, and a suggested threshold level that will warrant a management concern. If future monitoring shows a variation from RMP objectives warranting management concern, the reasons for the variation will be examined closely. Modification of a RMP decision may be needed, or the variation may be due to factors beyond BLM's control, such as climatic or economic fluctuations.

CHAPTER 2

ALTERNATIVES

A range of possible choices for resolving planning issues is examined in the planning process. These choices are consolidated into a number of complete resource management plan alternatives for consideration.

This chapter discusses BLM's general resource management guidelines and the multiple use and transfer area designations used in describing alternative plans. Then the alternatives eliminated from consideration for the Monument RMP are presented. The last section of this chapter describes the alternatives considered in detail for the Monument RMP.

RESOURCE MANAGEMENT GUIDELINES

The following *statewide* guidelines direct BLM management on public lands in Idaho.

Air Quality

Under the Clean Air Act (as amended, 1977), BLM-administered lands were given Class II air quality classification, which allows moderate deterioration associated with moderate, well-controlled industrial and population growth. BLM will manage all public lands as Class II unless they are reclassified by the State as a result of the procedures prescribed in the Clean Air Act (as amended, 1977). Administrative actions on the public lands will comply with the air quality classification for that specific area.

Allowable Uses

The public lands will be managed under the principles of multiple use and sustained yield as required by FLPMA. Any valid use, occupancy, and development of the public lands, including but not limited to, those requiring rights-of-way, leases, and licenses will be considered, subject to applicable environmental review procedures, unless specifically excluded in the plan. In some areas, however, environmental values, hazards, or manageability considerations may require limitations on either the type or intensity of use, or both. Those limitations are identified in the plan's land use allocations and management objectives for specific areas within the public lands. BLM will include stipulations and special conditions as necessary in leases, licenses, and permits to ensure the protection and preservation of resources.

Areas of Critical Environmental Concern

Areas of critical environmental concern (ACECs) are established through the planning process as provided in the Federal Land Policy and Management Act for "...areas within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards." Management is tailored to the specific needs of each ACEC.

Coordination With Other Agencies, State and Local Governments, and Indian Tribes

BLM will coordinate its review of detailed management plans and individual projects prepared in conjunction with the RMP to ensure consistency with officially adopted and approved plans, policies, and programs of other agencies, State and local governments, and Indian tribes. Cooperative agreements and memoranda of understanding will be developed, as necessary, to promote close cooperation between BLM and other Federal agencies, State and local governments, and Indian tribes.

Cultural Resources

BLM will manage cultural resources so that representative samples of the full array of scientific and socio-cultural values are maintained or enhanced consistent with State and Federal laws.

Detailed Management Plans

The RMP provides general guidance for the resource area. More detailed management plans, called activity plans, will be prepared to deal with areas where a greater level of detail is required. Activity plans will indicate specific management practices, improvements, allocations, and other information for a particular site or area. They will be prepared for most major BLM programs such as range (allotment management plans), recreation (recreation area management plans), wildlife (habitat management plans), and cultural resources (cultural resources activity plans.). Where two or more activities have activity plan needs in the same general area, a single consolidated activity plan may be prepared. Coordination, consultation, and public involvement are integral parts in the formulation of activity plans.

Economic and Social Considerations

BLM will ensure that any management action undertaken in connection with this plan is cost-effective and takes into account local social and economic factors. Cost-effectiveness may be determined by any method deemed appropriate by the Bureau for the specific management action involved.

Environmental Reviews

The NEPA process will be conducted on all projects prior to approval. This site-specific analysis will allow some projects to be considered under provisions of the categorical review process and others to be considered under the environmental assessment process.

Fish and Wildlife

BLM will manage fish and wildlife habitat on the public lands. A variety of methods may be employed, including management actions designed to maintain or improve wildlife habitat, inclusion of stipulations or conditions in BLM leases, licenses, and permits, and development of detailed plans for fish and wildlife habitat management. Priority will be given to habitat for listed and candidate threatened and endangered species and sensitive species. If any listed or candidate threatened or endangered species may be affected by BLM actions, the Fish and Wildlife Service will be consulted as prescribed by the Endangered Species Act.

Riparian and wetlands habitat have a high priority for protection and improvement in accordance with National policy. All BLM management actions will comply with Federal and State laws concerning fish and wildlife.

Geology, Energy, and Minerals

Geology, Energy, and Minerals Management

BLM will manage geological, energy, and minerals resources on the public lands. Geological resources will be managed so that significant scientific, recreational, and educational values will be maintained or enhanced. Generally, the public lands are available for mineral exploration and development, subject to applicable regulations and Federal and State laws.

Location of Mining Claims

Location of mining claims in accordance with the State and Federal mining laws and regulations is nondiscretionary. The public lands are available for location of mining claims unless withdrawn. Recommendations by BLM for withdrawal are subject to final consideration by the Secretary of the Department of the Interior.

Leasing and Sale

Energy and minerals leasing and mineral materials sale is discretionary. Approval of an application for lease or sale is subject to *environmental review in the NEPA process* and may include stipulations to protect other resources. Generally, the public lands may be considered for energy and minerals leasing and sale.

The entire Monument Planning Area will be open to mineral leasing. Some stipulations have been identified in the Monument RMP and are identified in the management prescriptions for multiple use areas, where applicable, in each alternative.

Land Tenure Adjustment

The public lands will be retained in Federal ownership and managed by BLM according to the principles of multiple use and sustained yield, except those lands specifically identified in the plan or amendment as transfer areas. Transfer areas are those public land identified through the planning process which are available for transfer from Federal ownership.

Transfer of public land within a transfer area may be accomplished by any means authorized by law. Final transfer from BLM jurisdiction, however, is subject to a decision by the authorized officer, based on detailed analysis and such documentation as prescribed by law or regulation.

Mineral in character lands will not be identified as transfer areas.

Wilderness study areas (WSAs) and designated wilderness areas will not be identified as transfer areas.

Lands may be acquired by BLM as authorized by law, but only within retention areas (multiple use areas). Objectives for acquiring lands in connection with BLM programs may be established in the RMP.

BLM will manage transfer areas until transfer of title occurs. Management actions will be taken as necessary to meet resource or user needs. Public investments in transfer areas will be kept to a minimum.

All lands classifications, including those made under the Classification and Multiple Use Act of September 19, 1964 (43 U.S.C. 1411-18), will be reviewed in the planning process to determine if they are still appropriate. Review will consider whether the classifications are necessary to meet management objectives established in the RMP and whether the land is being used for the purpose classified. Classifications will be cancelled unless they are necessary to implement the RMP decisions.

Motorized Vehicle Access and Use

Through the planning process, public lands are placed in one of three categories for purposes of controlling motorized vehicle access: open, limited, and closed. Guidelines for these categories are as follows:

1. Open. Motorized vehicles may travel anywhere.
2. Limited. Motorized vehicles are permitted, subject to specified conditions such as seasonal limitations, speed limits, and designated routes of travel as developed during subsequent activity planning.
3. Closed. Motorized vehicles are prohibited.

Public Utilities

Generally, public lands may be considered for the installation of public utilities, except where expressly closed by law or regulation. Project approval will be subject to preparation of an environmental assessment or environmental impact statement. BLM will work closely with Idaho Public Utilities Commission, other State and Federal agencies, local governments, utility companies, and other interested parties to determine appropriate locations and environmental safeguards for public utilities involving public lands.

In the Monument Planning Area, rights-of-way in common will be used whenever possible. Proposed utility developments identified by the public utility industries follow existing right-of-way routes very well. Because of the lack of resource conflicts, utility corridors were not identified as an issue for the Monument RMP and no corridors have been established. Utility developments would be prohibited in wilderness study areas (WSAs) recommended suitable for designation.

Rangeland Management

Grazing Preference

Within each grazing allotment or group of allotments, a grazing preference is established at a level that will ensure adequate forage is also available for wildlife. Sufficient vegetation is reserved for purposes of maintaining plant vigor, stabilizing soil, providing cover for wildlife, and other nonconsumptive uses.

Grazing decisions or agreements may be made for those allotments where adequate information exists. In the other allotments where there is inadequate information, an initial decision will be made which will outline a process and schedule for gathering the necessary information. An initial stocking rate will also be established, which may be adjusted upwards or downwards in the final decision as a result of monitoring. All grazing decisions will be issued in accordance with applicable BLM regulations.

Range Improvements, Grazing Systems, Other Range Management Practices

A variety of range improvements, grazing systems, and other range management practices may be considered in conjunction with livestock management on individual allotments. Such practices will be based on the range management category (maintain, improve, custodial) in which the allotment has been placed and will be formulated in consultation, coordination, and cooperation with livestock operators, and other interested parties.

Wild Horses and Burros

Adopted animals will be monitored until title is transferred. Since no wild horse or burro populations exist in the planning area, reserving forage for maintenance of the populations is not necessary for the Monument RMP.

Recreation

Recreation Management

BLM will manage recreation on the public lands. A variety of means to maintain or improve recreation opportunities will be considered. Some areas may be subject to special restrictions to protect resources or eliminate or reduce conflicts among uses.

Recreation Facilities

BLM may develop and maintain various recreation facilities on public lands, including campgrounds, picnic areas, boat launches, etc. Those recreation facilities are provided to meet existing or anticipated demand.

Watershed

Watershed Management

A variety of methods may be employed to maintain, improve, protect, and restore watershed conditions. Priority will be given to meeting emergency watershed needs due to flooding, severe drought, or fire.

Water Improvements

Facilities and structures designed to maintain or improve existing water sources, provide new water sources, control water level or flow characteristics, or maintain or improve water quality may be developed. BLM will work closely with the Idaho Department of Water Resources, Idaho Department of Health and Welfare, U.S. Army Corps of Engineers, and other local, State, and Federal agencies to determine appropriate location and designs for such projects.

Water Rights

Water rights are administered by the Idaho Department of Water Resources. The Bureau complies with all State of Idaho water laws.

Wilderness

Preliminary Recommendations to Congress

Only Congress can designate an area wilderness. BLM recommends areas suitable or nonsuitable for preservation as wilderness. Those recommendations are preliminary and are subject to the findings of mineral surveys and final consideration by the Secretary of the Interior and the President before being submitted to Congress. Until Congress acts on the President's suitability recommendations, BLM will manage areas recommended as suitable or nonsuitable in accordance with the Interim Wilderness Management Policy. After Congress acts, a different policy will apply, depending on whether or not Congress designates an area wilderness.

Areas Designated Wilderness

Areas designated wilderness by Congress will be managed in accordance with BLM Wilderness Management Policy. Specific management provisions will be formulated in a wilderness management plan developed for each area following designation.

Areas Not Designated Wilderness

Areas determined by Congress to be nonsuitable for wilderness will be managed for other purposes. A tentative management scheme developed during the planning process will be given final consideration following Congressional action on the President's suitability recommendations.

Control of Noxious Weeds

BLM will control the spread of noxious weeds on public lands and eradicate them where possible and economically feasible. BLM Districts will work with their respective County governments to monitor the location and spread of noxious weeds and to maintain up-to-date inventory records.

Where weed control is warranted, the Bureau will consider alternatives including herbicide applications, plow and seed, burn and seed, livestock grazing strategy, and biological controls. Coordination with adjoining landowners will be pursued if appropriate. If herbicide application is selected as the preferred method of control through the NEPA process, application will be made through the Idaho State Director to the BLM Director in Washington D.C. This application will indicate all pertinent data including chemicals, rate, and method of application and target plant species. Herbicide applications will be applied under the direction of a Licensed Pesticide Applicator and every effort will be taken to ensure public safety.

In addition to control efforts, a weed prevention program is under way to prevent the introduction and establishment of specific weed species in areas not currently infested.

GENERAL PROVISIONS FOR MULTIPLE USE AND TRANSFER AREAS

Resource management plans in Idaho establish multiple use and transfer areas in the planning area. Multiple use and transfer areas are used to:

1. Clearly distinguish retention and transfer decisions;
2. Provide a geographic basis for presenting land use decisions;
3. Help ensure consistency and uniformity in Idaho RMPs; and
4. Indicate the level of resource protection, management, use, and development provided for on the public lands.

All public land in the Monument Planning Area was categorized into one of the following multiple use or transfer areas. These categories reflect the general intent of the management decisions made for the included areas. More site-specific categories were established within those discussed below for each alternative. These site-specific categories are discussed in the description of each alternative later in this chapter.

Limited Use Areas

Limited use areas are designated where legal and policy constraints necessitate stringent environmental control. These areas will be managed for protection of sensitive and significant wildlife habitat, scenic values, cultural resources, watershed and other resources, or areas preliminarily recommended as suitable for wilderness.

Because these areas involve relatively greater environmental constraints than other areas of public lands, special attention will be given to finding appropriate locations for potentially conflicting uses. Generally, lower intensities of use are required under carefully controlled conditions to protect and preserve the values found in these areas. Public lands in a limited use area will be retained in Federal ownership.

Moderate Use Areas

Moderate use areas are generally suitable for a wide range of existing and potential uses and will be managed for production and use of their forage, timber, minerals and energy, recreation, or other values. Where conflicts occur with resources or uses, full consideration of all benefits and costs will be taken into account in resolving such conflicts. Sensitive and significant values will always be protected consistent with Federal and State law. Public lands in a moderate use area will be retained in Federal ownership.

Intensive Use/Development Areas

These areas will generally be managed for a major or large-scale intensive use/development such as a major campground, ORV area, mine, or public utility installation. No intensive use/development areas would be established in the Monument RMP.

Transfer Areas

Transfer areas are the only areas which may be transferred out of Federal ownership under this plan. Public lands declared eligible for transfer by their inclusion in this category are subject to detailed consideration prior to the final decision regarding transfer. Transfer areas are delineated in response to specific demands and needs identified during the planning process, such as agricultural development, community expansion, and other transfers, including transfer to the State of Idaho. Transfer areas will be managed on a custodial basis until transferred from Federal jurisdiction. New public investments in these lands will generally be kept to a minimum.

ALTERNATIVES ELIMINATED FROM CONSIDERATION

Two alternatives were considered but not developed for analysis in this EIS. They do not pass the alternative screening standards in Section Two, VI.C.4. of the Idaho RMP Guidebook.

Maximum Grazing

The goals of this alternative would be to improve the range, establish grazing systems, adjust seasons-of-use, and produce the maximum amount of livestock forage possible without depleting the basic production capability of the soils. This alternative was eliminated from consideration because (1) future funding will not likely allow this amount of range improvement, and (2) given the amount of nonuse by grazing permittees, the demand for this large amount of forage probably doesn't exist at this time.

Restore and Maintain High Ecological Condition

This alternative is not considered technically feasible. The competitive nature of cheatgrass and the cheatgrass/fire interrelationship are discussed in more detail on pages 3-3 and 3-12. Quantities of suitable native seed are limited, their cost is high, and seed viability is low. The predominance of cheatgrass, the frequent wildfires, and the lack of viable native seed precludes further consideration of this alternative.

Maximize Wildlife Populations

"Maximum wildlife populations" may be obtained for different species under different land management prescriptions. For example, additional farm land development can increase pheasant populations, but to the detriment of animal species dependent on native habitat.

Re-establishment of wildlife at or near pre-grazing levels is unfeasible. Suitable native plant communities cannot be feasibly established. Past agricultural development has destroyed what was once big game critical winter range. These factors are discussed on page 3-3. For these reasons, this alternative was eliminated from consideration.

Remove Imprints of Human Use and Exclude All Uses That Affect Natural Values

This alternative was considered but eliminated from detailed analysis because it is not considered feasible. The predominance of cheatgrass, a human-caused condition, cannot be feasibly removed and replaced with natural vegetation communities. Removal of livestock developments such as troughs, wells, and fences implies the removal of livestock. As discussed for Sub-Alternative D on page 4-53, this would double the average area burned each year, further aggravating the cheatgrass dominance because of the cheatgrass/fire interrelationship. Removal of roads from the planning area would remove fuel breaks that are used to suppress wildfires. Removal of all uses affecting naturalness would not adequately provide for multiple use. Much of the local economy is based on use of the public lands.

Other Alternatives

Several other alternatives were considered but eliminated because they represented only small variations in resource uses and impacts, and because they did not add significantly to the spectrum of alternatives analyzed in detail. These included alternatives with land transfer proposals between those of Alternatives C and D, other livestock stocking levels, and other combinations of livestock grazing/wilderness, ORV use/soil erosion, land transfer/livestock grazing, and land transfer/wildlife habitat.

ALTERNATIVES CONSIDERED IN DETAIL

Items Included in the Alternative Descriptions

The descriptions of alternative plans presented later in this chapter each include a discussion of the alternative goals, multiple use and transfer areas, other resource uses, and a summary of activity plans.

Goals

Goals are general states or conditions that resource management is designed to achieve. They are generally not quantifiable. Goals are the basis for developing objectives.

Multiple Use and Transfer Areas and Other Resource Uses

Seventeen multiple use and transfer areas were delineated to describe land use allocations for the Monument RMP alternatives. This includes one moderate use area (M1), twelve limited use areas (L1 to L12), and four transfer area categories (T1 to T4). All of these areas are not included in any one alternative. Some of these areas cover different physical locations from one alternative to another. The acreage in each multiple use or transfer area is shown by alternative in Table 2-2. These multiple use and transfer area categories are significant in that once a plan has been selected and approved, the categories cannot be changed without a plan amendment. General provisions for multiple use and transfer areas were presented earlier in this chapter.

In addition to multiple use and transfer areas, each alternative plan includes a discussion of other resource uses. These are resource uses that occur in more than one multiple use area and are not addressed in each multiple use area discussion. For example, livestock grazing occurs in many multiple use areas. A discussion of proposed grazing levels and range improvements for each multiple use area would be very cumbersome, so livestock forage is covered under other resource uses.

Objectives are stated in each discussion of multiple use and transfer areas or other resource uses. Objectives are resource specific conditions to be achieved. They are well defined to guide future management and preparation of activity plans. Where possible, they are quantified.

Required actions to accomplish the objectives are discussed for the multiple use and transfer areas or other resource uses. Examples of required actions are range improvements, ORV restrictions, and development of more detailed management plans or activity plans.

Summary of Activity Plans

Each alternative plan description ends with a summary of activity plans required for implementation of the plan. Activity plans are site-specific, detailed plans developed after approval of a RMP. The RMP identifies where activity plans are needed to implement the general management decisions of the RMP. Activity plans are generally resource specific covering major program areas. Examples of activity plans are habitat management plans (HMPs) for a wildlife *habitat* management area, allotment management plans (AMPs) for specific grazing allotments, and a limited fire suppression plan for the Monument Planning Area.

Items Common to All Alternatives

A fire management plan will be prepared regardless of which alternative plan is selected. This plan will consolidate the fire management guidelines of all other plans into one activity plan that will guide the overall fire management activities of the Shoshone District. It will consolidate fire management guidelines from this RMP, other land use plans, and activity plans such as HMPs and limited fire suppression plans.

The most important riparian habitat has already been protected by fencing to exclude livestock. Since riparian habitat is scarce in the planning area and little more can be done to protect existing habitat, the proposal for all alternatives will be to maintain existing fences to protect riparian habitat.

The Great Rift WSA was recommended suitable for wilderness designation in a previous study. Further consideration of this recommendation is outside the scope of this plan. The portion of the Great Rift WSA included in the Monument Planning Area covers 179,990 acres of BLM-administered public land. This area, called L2, is recommended suitable in all of the alternatives. It is not specifically discussed in each alternative, and analysis of environmental consequences does not consider consequences associated with the Great Rift WSA.

One planning issue discussed in Chapter 1 is "Lands for Local and State Governments and Other Needs." These needs are identified by governments and other groups or individuals on a site-specific, as needed basis. Allowable uses were discussed earlier in this chapter under Resource Management Guidelines. "Any valid use, occupancy, and development of the public lands, including but not limited to, those requiring rights-of-way, leases, and licenses will be considered, subject to applicable environmental review procedures, unless specifically excluded in the plan." Thus, unless specifically excluded in the approved RMP, these needs may be considered on a case-by-case basis. This issue is not addressed in more detail in any alternative.

Specific ORV use areas are not proposed in any of the alternatives because no specific proposals for concentrated use areas have been communicated to BLM. However, establishment of such areas could be considered in areas where not specifically excluded in the plan.

Description of Alternatives

Four alternative plans were developed for consideration in the selection of a proposed RMP for the Monument Planning Area. Each alternative addresses the planning issues in a different way. Table 2-1 summarizes how the issues were addressed in each alternative. The alternatives were developed to cover a range of possible resource uses. Thus the environmental consequences of various management options were available for consideration in selection of a proposed RMP.

Alternative A

Goals. The "No Action" alternative would continue present management direction. Most of the Monument Planning Area is not currently covered by an approved land use plan. Therefore, resource use levels for Alternative A were established by examining recent use levels and projected trends. Management direction for a portion of the southwest corner of the planning area would be provided by the existing Canyon Management Framework Plan (MFP). This MFP covers less than 3 percent of the BLM-administered public land in the planning area.

Resource use levels would generally remain the same as present levels in Alternative A. For example, livestock grazing levels would remain at present average actual use levels. No conversions from sheep use to cattle use would be allowed except where specifically addressed in an existing AMP. The number of Isolated Tracts managed for wildlife would stay at present levels.

Minor changes from the present could occur in Alternative A. Management actions required to implement an existing activity plan could be accomplished. New uses, such as communications sites, rights-of-way, and landfills could occur subject to environmental review. The resource management guidelines discussed at the beginning of this chapter would apply.

As defined by BLM policy, Alternative A is the proposed action for livestock grazing.

Multiple Use and Transfer Areas in Alternative A. Map 2 shows the locations of the multiple use and transfer areas for Alternative A.

M1-Moderate Use. 980,463 acres. No special limitations or restrictions on the type or intensity of resource use would be applied. Valid uses would be allowed subject to environmental review and stipulations or special conditions to protect resources. This area would be open to ORV use.

L9-Snake River Rim Special Recreation Management Area (SRMA). 4,515 acres. This area would be managed to provide opportunities for a wide variety of recreation activities including rifle shooting, archery, motorcycle riding/racing, picnicking, and sightseeing while resolving conflicts among various uses and protecting cultural resources and fragile soils. The demand for these activities is expected to increase as is the potential for user conflicts. The area would be managed according to the existing Snake River Rim Recreation Area Management Plan. This is the only intensive recreation management area in the planning area currently covered by a recreation activity management plan (RAMP).

Sub-area L9a, 450 acres in the Devil's Corral and Vineyard Creek area, would be closed to ORV use to protect cultural resources and soils. ORV use would be limited to designated roads and trails to protect soils in sub-area L9b, 354 acres. The remaining 3,711 acres would be open to ORV use. Livestock grazing and minerals activities would not be restricted by recreation oriented management in L9.

L11-Isolated Tracts. 10,563 acres. These tracts would be managed according to the existing Isolated Tracts Habitat Management Plan (HMP) for protection, maintenance, and enhancement of wildlife habitat, primarily for upland-game birds. This includes 87 Isolated Tracts currently covered by the HMP.

Livestock would be excluded from 821 acres of Isolated Tracts by fencing.

T1-Transfer. 3,200 acres. These areas would be available for transfer from Federal ownership. Transfer could be by sale, exchange, agricultural entry, or other means determined appropriate *as discussed on pages 3-15, 3-16, and E-1 to E-3.* Detailed examination would be conducted for these tracts prior to the final decision about transfer or type of transfer. Examinations would consider threatened and endangered species, cultural resources, and other resource values. *Agricultural entry applications and other transfer proposals for these areas would be considered in the order received.*

These areas were identified as transfer areas in the existing Canyon Management Framework Plan (MFP).

T3-Jerome County Canyon Rim Transfer. 258 acres. This area would be available for transfer from Federal ownership as described for T1, but only if zoning regulations were changed to allow commercial or residential development.

This area was identified as a transfer area in the existing Canyon MFP.

Other Resource Uses in Alternative A.

Fire Management. The entire planning area would be covered by a limited suppression plan in Alternative A. The purpose of this plan would be to more efficiently use fire suppression funds. However, since the planning area is subject to large fires, limited suppression would only take place when the burning index is below 22. This would typically require full suppression during July and August. Large, repeated fires cannot be tolerated from the wildlife habitat and soil erosion standpoint.

The General Fire Suppression Guidelines in Appendix B under Standard Operating Procedures would apply to the entire planning area.

Prescribed fire could be used as a tool for accomplishing the 13,000 acres of brush control proposed under Livestock Forage. The guidelines for Prescribed Fire in Appendix D under Range Improvements would apply. The use of prescribed fire in areas other than those proposed for brush control would be allowed only if found to be environmentally acceptable through consideration of environmental effects in the NEPA process. Such use could include projects such as noxious weed abatement or habitat management not foreseen at this time.

Wildlife Habitat. Artificial nest structures would be constructed for the ferruginous hawk, Swainson's hawk, and burrowing owl to increase populations. Specific numbers and locations of these structures would be determined in detailed examination of habitat suitable for each species. Ferruginous hawk nest structures would be placed in remote areas. Swainson's hawk nest structures would be placed on Isolated Tracts (L11). Burrowing owl nest boxes would be placed primarily on Isolated Tracts, but also throughout the breeding range.

Livestock Forage. Provide *97,562* AUMs of livestock forage. Approximately 907,511 acres of public land would be included in grazing allotments (see Maps 1 and 9). Average stocking rate would be 9.3 acres per AUM.

The objective for Alternative A would be to maintain existing livestock use.

Brush control would be accomplished on 13,000 acres. This is an on-going project covered by an existing AMP. No other range improvements are proposed for Alternative A.

The proposed stocking level of *97,562* AUMs is the five-year average actual use for 1978 to 1982 less *330* AUMs on lands identified for transfer from Federal ownership in the Canyon MFP. No grazing preference is proposed on tracts included in a transfer category. For some allotments, less than five years of actual use was averaged because wildfires closed a portion or all of the allotment to grazing for a time.

A stocking level of *97,562* AUMs is being proposed for Alternative A even though present active preference is 149,135 AUMs. This is because the five-year average actual use level is a better indication of continuation of present management than the active preference, which includes 34 percent nonuse.

The initial stocking *level* for Alternative A would be 97,892 AUMs (average actual use). Adjustments down to the proposed preference, *97,562* AUMs, would occur as tracts identified as transfer areas in the Canyon MFP are transferred from Federal ownership.

In line with the objective of maintaining existing livestock use, no changes in season of livestock use are proposed in Alternative A.

In Alternative A, it is assumed that 4,982 sheep AUMs would be converted to cattle AUMs. Actual conversion would be allowed consistent with the Shoshone District Conversion Policy. The assumed conversion is based on the following.

1. Conversions would be allowed only in allotments having conversion guidelines in existing AMPs.
2. Conversion guidelines in existing AMPs would be followed.
3. The maximum conversion allowed by the factors listed above would occur.

Soils. The ORV restrictions in portions of the Snake River Rim SRMA (L9) would help meet the objective of keeping soil erosion within tolerable levels. Another action that would help meet this objective is the seeding of 150 acres to stabilize active sand dunes in the Lake Walcott area. This project has already been initiated in an existing problem area.

Summary of Activity Plans Required for Implementation of Alternative A.

One Limited Fire Suppression Plan

Alternative B

Goals. This alternative would favor production and use of commodity resources and commercial use authorization. Management direction would favor higher livestock stocking levels, more range improvements, land disposal for agricultural development, and transfer of isolated or difficult to manage parcels out of Federal ownership. Restrictions on mining, mineral leasing, mineral material removal, and off-road vehicle use would be minimized.

Multiple Use and Transfer Areas in Alternative B. Map 3 shows multiple use and transfer areas for Alternative B.

M1-Moderate Use. *828,400* acres. No special limitations or restrictions on the type or intensity of resource use would be applied in this area. Valid uses would be allowed subject to environmental review and stipulations or special conditions to protect resources. This area would be open to ORV use.

L1-WSA Recommended Suitable. 67,889 acres. These areas would be recommended suitable for designation by Congress as a part of the Wilderness Preservation System. This includes portions of the Raven's Eye and Little Deer WSAs.

These areas would be recommended suitable in Alternative B because they are considered to have medium to high quality wilderness character and conflicts with other resource uses are minimal. Emphasis was placed on resolution of conflicts, particularly conflicts with resource uses favored under Alternative B.

If designated wilderness by Congress, the areas would be closed to ORV use. New mining claims would be prohibited. Mineral leasing would not be prohibited by wilderness designation, but wilderness character would be considered in making mineral leasing decisions. Land uses would be restricted to those compatible with BLM's Wilderness Management Policy. Utility developments would be effectively prohibited. A wilderness management plan would be prepared for each WSA designated. The wilderness management plans would include fire suppression guidelines designed to protect or enhance wilderness character.

If not designated wilderness by Congress, the areas would generally be managed as M1 areas as described above. The exception is 933 acres of an area of geologic interest within the Raven's Eye WSA which would be managed as an L12 area as described below. No other special designations or developments would be proposed. The *other* restrictions on ORVs, minerals, land uses, and fire described above would not apply.

L6-ACEC-Vineyard Creek *Natural Area*. 105 acres. This area would be designated an ACEC to focus management attention on special values.

Vineyard Creek is the only known spawning habitat for an unique cutthroat/rainbow hybrid trout. The habitat is threatened by sedimentation from irrigation return flow from private land. Management to protect this habitat would entail coordinating with private landowners to reduce or eliminate sedimentation caused by the irrigation return flow entering Vineyard Creek. The objective would be to lower the sedimentation load of the return flow below 100 ppm or to stop the return flow from entering the stream.

Vineyard Creek contains habitat that may be suitable for the Bliss Rapids snail, a candidate endangered species. The habitat in Vineyard Creek is similar to that of Box Canyon which supports a population of the snail. Future resource uses and proposals would be closely examined to ensure that snail habitat would not be adversely affected or that adverse effects could be mitigated.

The Vineyard Creek area is a very scenic and unique area. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality and naturalness. No surface occupancy associated with mineral lease development would be allowed.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would specify measures to reduce sedimentation of Vineyard Creek.

The area would be closed to ORV use to protect scenic quality and promote visitor safety. The area is near an area heavily used by ORVs.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L7-ACEC-Box Canyon/Blueheart Springs *Sensitive Area*. 128 acres. This area would be designated an ACEC to focus management attention on special values.

Box Canyon and Blueheart Springs contain the largest populations of Shoshone sculpin, a *candidate threatened* species, known to exist on public land. Various proposals that might degrade the sculpin habitat have been made in the past. Future proposals would be scrutinized to ensure the habitat would not be adversely affected or that adverse effects could be mitigated. Otherwise, the proposal would be rejected.

Box Canyon contains habitat for the Bliss Rapids snail, a candidate endangered species. Although the known populations of the snail occur on private land, the species could occur on public land in the canyon. Future resource uses and proposals would be closely examined to ensure that snail habitat would not be adversely affected or that adverse effects could be mitigated.

Box Canyon is very scenic and is a unique natural area. It has been evaluated for eligibility for national natural landmark designation. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality and naturalness. No surface occupancy associated with mineral lease development would be allowed.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would include provisions to protect habitat for the Shoshone sculpin and the Bliss Rapids snail.

The area would be open to ORV use. ORV use in the general area is light and is not expected to be a problem in Box Canyon.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L8-Little Wood River SRMA. 2,787 acres. The riparian habitat and fishery of this area would be maintained or improved to support quality sport fishing opportunities. This would be done by excluding livestock from most of the streamside area. Most of the fencing to accomplish this has already been completed. Management emphasis would be placed on assuring the fencing is maintained to protect the streambank. A recreation activity management plan would be prepared for the area. The area would be open to ORV use.

L9-Snake River Rim SRMA. *4,135* acres. This area would be managed to provide for a wide variety of recreation activities including rifle shooting, archery, motorcycle riding/racing, picnicking, and sightseeing while resolving conflicts among various uses and protecting cultural resources and fragile soils. The demand for these activities is expected to increase as is the potential for user conflicts.

Sub-area L9a, 345 acres in Devil's Corral, would be closed to ORV use to protect cultural resources and soils. The remaining 3,793 acres would be open to ORV use. Livestock grazing and minerals activities would not be restricted by recreation-oriented management in L9.

The existing Snake River Rim Recreation Area Management Plan would be revised to reflect changes from existing ORV designations, acreage within the Snake River Rim SRMA, and transfer area designations.

A cultural resource management plan would be prepared for Devil's Corral (L9a). This plan would specify the degree of protection and the interpretive measures appropriate for the area. Fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

L10-Cedar Fields SRMA. 2,240 acres. This area would be managed to provide a variety of recreation activities including ORV use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources.

ORV use would be limited in the area, but restrictions would be applied only where significant damage to high quality and highly visible scenic areas, fragile soils, significant wildlife values, and significant cultural resources is occurring. Livestock grazing and minerals activities would not be restricted by recreation oriented management in the area.

A recreation activity management plan and a cultural resources management plan specifying the degree of protection and interpretive measures appropriate for the area would be prepared. These plans would include fire suppression guidelines designed to protect fragile soils and cultural resources by limiting surface disturbance.

L11-Isolated Tracts. 3,700 acres. These tracts would be managed for protection, maintenance, and enhancement of wildlife habitat, primarily for upland game birds. These tracts are covered by the existing Isolated Tracts HMP and contain breeding habitat for sensitive, threatened and endangered, or candidate species, or substantial woody riparian vegetation.

The existing Isolated Tracts HMP would be revised to reflect changes in the number of tracts included. This modification would include fire suppression guidelines for protection of wildlife habitat on Isolated Tracts.

These areas would remain open to ORV use. Future ORV restrictions could occur on case-by-case basis if necessary to protect wildlife or wildlife habitat.

Livestock would be excluded from 821 acres of Isolated Tracts by fencing.

L11 areas would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L12-Areas of Geologic Interest. *9,321* acres. These areas would be managed to preserve fragile geologic formations associated with caves. They contain the most natural caves outside of WSAs recommended suitable for wilderness designation. All proposed projects would be examined to ensure the formations are not adversely affected. No surface occupancy associated with mineral lease development would be allowed within 250 feet of fragile geologic formations or caves. To avoid possible adverse effects from increased public exposure, such as vandalism and removal of speleothems, access to caves would not be improved. The areas would remain open to ORV use.

A cave management plan would be prepared for these areas. This would include fire suppression guidelines to limit surface disturbance near the geologic formations.

T1-Transfer. *35,699* acres. These areas would be available for transfer from Federal ownership. Transfer could be by sale, exchange, agricultural entry, or other means determined appropriate *as discussed on pages 3-15, 3-16, and E-1 to E-3.* Detailed examination would be conducted for these tracts prior to the final decision about transfer or type of transfer. Examinations would consider threatened and endangered species, cultural resources, and other resource values. *Agricultural entry applications and other transfer proposals for these areas would be considered in the order received.*

As consistent with the resource management guidelines and general provisions for multiple use and transfer areas discussed earlier in this chapter, lands were included in T1 for Alternative B in the following situations.

1. Parcels of relatively low multiple use value that are:

    - outside of grazing allotments,

    - small grazing allotments or portions of allotments that would be difficult to manage for livestock, uneconomical to fence, with little or no potential for intensive grazing management or combination with adjacent allotments. These are generally odd-shaped, narrow "fingers" of public land.

    - isolated parcels.

2. Agricultural trespasses. The trespass would be settled prior to transfer.

3. Occupancy trespasses, where resource values are low and disposal of the tract would solve the trespass problem. The trespass would be settled prior to transfer.

Parcels meeting the above criteria were excluded from T1 in the following situations.

1. Parcels essential to ensure public access to BLM-administered public lands.

2. Parcels containing habitat for sensitive, threatened or endangered, or candidate species, or substantial woody riparian vegetation.

3. Parcels important to the movement of livestock.

T2-Transfer-Agricultural Entry. 44,337 acres. These areas would be available for transfer from Federal ownership under the agricultural land laws *or for local and State government needs or exchange*. Other types of transfers may occur only if agricultural entry transfers leave parcels in Federal ownership that are difficult to manage because of odd configuration, access problems, or lack of adequate facilities (fences, cattleguards, water, etc.). These resulting difficult-to-manage tracts could be transferred from Federal ownership by sale, exchange, or other means as determined appropriate as discussed under T1. *T2 areas found to be unsuitable for transfer under the agricultural land laws and not falling into the T1 category as described in the preceeding sentence, would remain in public ownership and be managed as described for M1 areas.*

Up to 25 percent of the T2 areas could be retained in public ownership and managed as L11 areas under the Isolated Tracts HMP. Criteria to be used in selecting these areas are contained in Appendix C. The areas would be selected on a case-by-case basis as T2 lands are considered for transfer.

Studies to determine suitability under the agricultural land laws include economic feasibility, physical suitability for agriculture, water availability, threatened and endangered species clearance, and cultural resource clearance.

In some cases, small parcels adjacent to agricultural applications were included in T2 if transfer of the application would make the small adjacent parcel difficult to manage as described above.

As consistent with the resource management guidelines and general provisions for multiple use and transfer areas discussed earlier in this chapter, lands were included in T2 for Alternative B in the following situations.

1. An agricultural application for the tract has been filed.

2. The tract does not meet the requirements for inclusion in another transfer category such as T1 or T3.

3. Soils on the tract are marginal or suitable for agriculture as defined in Chapter 3 and Shown on Map 12.

Parcels meeting the above criteria were excluded from T2 in the following situations.

1. Parcels essential to ensure public access to BLM-administered public lands.

2. Parcels important to the movement of livestock.

3. Parcels containing breeding habitat for sensitive, threatened and endangered, or candidate species, or substantial woody riparian vegetation.

T3-Jerome County Canyon Rim Transfer. 258 acres. This area would be available for transfer from Federal ownership as described for T1, but only if zoning regulations were changed to allow commercial or residential development.

Parcels were included in T3 in the same situations as discussed for T1.

Other Resource Uses in Alternative B.

Fire Management. Portions of the planning area, totalling 174,933 acres, would be under full fire suppression in Alternative B. Vineyard Creek ACEC

(L6) and Box Canyon ACEC (L7) would be under full suppression to protect the naturalness and scenic quality of the areas. The Isolated Tracts (L11) and Pronghorn Winter Range HMP area (discussed below under Wildlife Habitat) would be under full suppression to protect the vegetation, primarily brush, important to wildlife habitat management objectives. The areas discussed above would also be given priority for fire suppression in the fire management plan.

The remainder of the planning area would be covered by a limited suppression plan. The purpose of this plan would be to more efficiently use fire suppression funds. However, since the planning area is subject to large fires, limited suppression would only take place when the burning index is below 22. This would typically require full suppression during July and August. Large, repeated fires cannot be tolerated from the wildlife habitat and soil erosion standpoint.

The General Fire Suppression Guidelines in Appendix B under "Standard Operating Procedures" would apply to most of the planning area. Exceptions to these would occur in portions of the planning area totalling at least 252,820 acres. 1/ Surface disturbing equipment would be more likely to be used in Isolated Tracts (L11), Pronghorn Winter Range HMP areas (see Map 15), and brush protection areas to protect the vegetation, primarily brush, important to wildlife habitat management objectives. On the other hand, use of surface disturbing equipment would be very limited in WSAs recommended suitable (L1) to protect wilderness character, in Cedar Fields SRMA (L10) to protect fragile soils and cultural resources, in the Oregon Trail area and Devil's Corral (L9a) to protect cultural resources, and in the Areas of Geologic Interest (L12) to protect fragile geologic formations. Guidelines for fire suppression in the above areas would be included in the fire management plan.

Prescribed fire could be used as a tool for accomplishing the 19,000 acres of brush control proposed under Livestock Forage. The guidelines for Prescribed Fire in Appendix D under "Range Improvements" would apply. The use of prescribed fire in areas other than those proposed for brush control would be allowed only if found to be environmentally acceptable through consideration of environmental effects in the NEPA process. Such use could include projects such as noxious weed abatement or habitat management not foreseen at this time.

Prescribed fire would not be used in Vineyard Creek ACEC (L6) or Box Canyon/Blueheart Springs ACEC (L7).

In Alternative B, 60 miles of roads would be maintained annually to improve access for fire suppression forces, and provide secure fuel breaks that could be used for firelines. This would cost approximately $6,000 annually. The roads to be maintained are presently very rough and/or infrequently used. Vegetation growing in the roadways limits their usefulness as fire lines. The objective of this road maintenance is to help suppression crews keep fires smaller. This would benefit the wildlife habitat and soil erosion situation greatly.

1/ The acreage involved in the brush protection areas and the Oregon Trail area is unknown at this time and would be determined in detailed examinations.

For Alternative B, roads would be maintained in Fire Ecology Zone 1 (refer to Map 6) and the contiguous BLM-administered lands between Shoshone and Wendell (refer to Map 1). These areas are very fire prone and large portions of the areas lack good access roads.

Although other management practices to reduce wildfire size and occurrence are not proposed for Alternative B, they could be considered in the future as availability and effectiveness are demonstrated. Such practices might include seeding of fire resistant plant species in strips. The environmental effects of any such practices would be considered in the NEPA process before the practices could be implemented.

Wildlife Habitat. Several wildlife habitat objectives have been covered under the discussion of multiple use areas for Alternative B. Habitat objectives for the hybrid trout are covered under L6-Vineyard Creek ACEC; for the Shoshone sculpin, they are covered under L7-Box Canyon/Blueheart Springs ACEC; for the Bliss Rapids snail, they are covered under both L6 and L7; for ring-necked pheasant and gray partridge (upland game birds), they are covered under L11-Isolated Tracts. The discussion in Fire Management above specifies actions that would benefit wildlife. Following is a discussion of other wildlife habitat objectives for Alternative B.

Brush areas valuable to wildlife would be given priority for fire suppression in the fire management plan. Specific areas of importance would be identified in detailed examinations and development of HMPs discussed below. Guidelines for fire suppression would be developed and incorporated into the fire management plan. Protection of brush pockets would be important in maintaining or enhancing habitat for sage grouse, pronghorn, mule deer, and non-game wildlife. It should be noted that areas of brush valuable to wildlife would likely change over time as some brush stands are burned by wildfire while others recover.

Artificial nest structures would be constructed for the ferruginous hawk, Swainson's hawk, and burrowing owl to increase populations. Specific numbers and locations of these structures would be determined in detailed examination of habitat suitable for each species. Ferruginous hawk nest structures would be placed in remote areas. Swainson's hawk nest structures would be placed on Isolated Tracts (L11). Burrowing owl nest boxes would be placed primarily on Isolated Tracts, but also throughout the breeding range.

A Sage Grouse HMP would be prepared to guide management in the sage grouse winter habitat area covering about 67,000 acres (see Map 7). Objectives of this HMP would be to maintain and enhance sage grouse habitat by maintaining adequate, suitable areas of brush and providing additional forbs for brood rearing. Suitable forbs would be included in range seedings in this area. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Winter Range HMP would be prepared for approximately 171,000 acres shown on Map 15. Objectives of this HMP would be to improve winter habitat for pronghorn by protecting valuable brush stands and increasing the brush component of the areas. Detailed examination would be required to determine the specific areas most important to the wintering animals. The possibility of seeding brush or fire resistant plant species would be examined for feasibility. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Summer Range HMP would be prepared for 60,000 acres in the Wildhorse Allotment (see Map 9). Objectives of this HMP would be to improve summer habitat for pronghorn by maintaining adequate areas of brush, providing additional forbs, and providing new water sources. Suitable forbs would be included in range seedings in this area. Guidelines for providing additional water sources would be developed. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

Livestock Forage. Provide *149,977* AUMs of livestock forage. Approximately *841,751* acres of public land would be included in grazing allotments (see Maps 1 and 9). Average stocking rate would be 5.6 acres per AUM.

The objectives for Alternative B would be to maintain existing perennial forage plants, maintain soil stability, stabilize areas currently in downward trend, and increase availability of perennial forage plants.

The following range improvements would be accomplished in support of achieving the objectives stated above.

55,500 acres of reseeding
19,000 acres of brush control
55 miles of fencing
100 miles of pipeline
124 water troughs
9 wells
27 cattleguards
17 miles of road construction

Total cost of improvements = $2,522,200
20-year maintenance and replacement cost = $842,700

In Alternative B, preference levels were adjusted as follows.

1. Allotments with upward trend in all pastures were given an increase.

2. Allotments with static trend pastures were given an increase if reasonable improvements to support the increase can be made.

3. Allotments with downward trend in all pastures were not given increases since range improvements might be necessary just to support current actual use levels. If improvements to support current actual use levels would not be reasonable, allotments with downward trend in all pastures were given a decrease.

Increases could be up to full preference or beyond depending on trend, actual use, and feasibility of range improvements. Proposed increases would be partially carried by range improvements in some allotments, by existing forage production and facilities in others. No grazing preference was proposed on lands in a transfer category or on Isolated Tracts that are or would be fenced to exclude livestock. A more detailed discussion of the methodology used in determining the stocking level for Alternative B is contained in Appendix D under "Determining the Proposed Stocking Rate."

The grazing preference level proposed for Alternative B assumes an optimistic future funding level for implementation of range improvements. Some of the proposed improvements would likely yield a benefit/cost ratio of less than one. Seeding is proposed only in areas considered to be seedable based on the rock content of the soils, but without further consideration of potential productivity of the soils.

The proposed stocking level of *149,977* AUMs is 53 percent higher than the current five-year average actual use and slightly higher than the current active preference, but it would be supported on 7 percent less land. There are several reasons why this stocking level was chosen.

- Alternative B goals favor higher stocking levels.

- The methodology used to determine the proposed stocking level indicates that the objectives for livestock forage can be met at this stocking level with the range improvements listed above.

- Although the current rate of 34 percent nonuse may continue into the future, the exact rate of nonuse is unpredictable. Actual use is tied to market conditions and other factors, such as weather. Thus, if Alternative B were implemented, the proposed stocking level of *149,977* AUMs may or may not be fully utilized. The full stocking level of *149,977* AUMs is used for analysis of the environmental effects in the event it were fully utilized.

- The proposed stocking level of *149,977* AUMs for Alternative B could not be supported in a drought year when forage production from annual plant species is low. This would be handled by temporary suspension.

The initial stocking *level* for Alternative B would be 149,135 AUMs (present active preference). Adjustments toward the proposed preference, *149,977* AUMs, would occur based on monitoring data, as discussed under "Implementation" in Appendix D. Increases dependent on range improvements would occur only as funding for the necessary improvements is available and the projects are completed. Range improvement guidelines are included in Appendix D. Decreases resulting from land transfers would occur only as the identified tracts are transferred from Federal ownership.

No changes in season of livestock use are proposed in Alternative B. This is because no resource conflicts were identified that would be resolved by such changes. However, changes in season of livestock use could be made in the future after considering environmental effects in the NEPA process if supported by monitoring.

New AMPs or CRMPs would be developed for nine allotments. This would bring the total area covered to 97 percent of the allotted acres.

In Alternative B, it is assumed that 22,860 sheep AUMs would be converted to cattle AUMs. Actual conversion would be allowed consistent with the Shoshone District Conversion Policy. The assumed conversion is based on the following.

1. 50 percent conversion of spring sheep preference to cattle preference would be allowed in allotments without conversion guidelines in existing AMPs.
2. Fall sheep preference would not be converted to cattle preference unless an existing AMP specifies otherwise.
3. Conversion guidelines in existing AMPs would be followed.
4. The maximum conversion allowed by the factors listed above would occur.

Cultural Resources. In addition to the Cultural Resource Management Plans discussed for Devil's Corral (L9a) and the Cedar Fields SRMA (L10), two other plans would be prepared; one for the Oregon Trail and one for Wilson Butte Cave. These plans would specify the degree of protection and the interpretation measures appropriate for the areas. In the case of the Oregon Trail, fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

Soils. Several actions have been discussed which would help meet the objective of keeping soil erosion within tolerable levels. ORV use would be restricted in portions of the Snake River Rim SRMA (L9) and in the Cedar Fields SRMA to protect fragile soils. Fires would be given full suppression when the burning index is above 22 to help protect soils. Road maintenance would be conducted in key areas to help keep fires smaller, thus helping to protect soils. *Fire suppression guidelines to limit surface disturbance would be developed for the Cedar Fields SRMA.*

In addition to the actions listed above, areas with severe erosion problems would be stabilized. At the present time, 150 acres of active sand dunes in the Lake Walcott area have been identified for a seeding project to stabilize the dunes. Other areas would be treated as they are identified, provided treatment would be feasible.

Priority would be given to emergency treatment of severe erosion areas caused by wildfire.

Summary of Activity Plans Required for Implementation of Alternative B.

Two Wilderness Management Plans (excluding Great Rift)
- One for each WSA recommended suitable.

One ORV Designation Implementation Plan
- Detailing how the ORV designations for the planning area would be implemented including public awareness, signing, and enforcement.

Two ACEC Management Plans
- *One for each ACEC.*

Three Recreation Activity Management Plans (RAMPs)
- One for each special recreation management area (SRMA)

Four Habitat Management Plans (HMPs)
- One would be a revision of the Isolated Tracts HMP.
- The others would be prepared for pronghorn winter range, pronghorn summer range, and sage grouse winter habitat.

Four Cultural Resource Management Plans
- One each for Devil's Corral, Cedar Fields, Wilson Butte Cave, and the Oregon Trail.

One Cave Management Plan
- For the L12 areas (Areas of Geologic Interest)

Nine AMPs, CRMPs, or other appropriate plans
- one for each of the nine allotments specified in Appendix D

One Limited Fire Suppression Plan

The fire management plan will include guidelines to

- limit surface disturbance in WSAs recommended suitable, Cedar Fields SRMA, the Oregon Trail, and Areas of Geologic Interest.

- protect vegetation valuable to wildlife on Isolated Tracts, Pronghorn Winter Range HMP area, and brush protection areas.

- protect the naturalness and scenic quality of Vineyard Creek ACEC and Box Canyon/Blueheart Springs ACEC.

Some of the activity plans listed above may be consolidated into a single plan where two or more activities have activity plan needs in the same general area.

Alternative C

Goals. This is *the proposed Monument RMP.* A variety of resource uses would be allowed. Production and use of commodity resources and commercial use authorization would occur, while protecting fragile resources and wildlife habitat, preserving natural systems and cultural values, and allowing for non-consumptive resource uses. A balanced approach to multiple use would be pursued. Resource use levels would be within the range set by Alternatives B and D.

Multiple Use and Transfer Areas in Alternative C. Map 4 shows the multiple use and transfer areas for Alternative C.

M1-Moderate Use. *826,577* acres. No special limitations or restrictions on the type or intensity of resource use would be applied in this area. Valid uses would be allowed subject to environmental review and stipulations or special conditions to protect resources. This area would be open to ORV use.

L1-WSA Recommended Suitable. 87,902 acres. These areas would be recommended suitable for designation by Congress as a part of the Wilderness Preservation System. This includes the Raven's Eye and Sand Butte WSAs.

These areas would be recommended suitable in Alternative C because they are considered to have high quality wilderness characteristics. Moderate conflicts with other resource uses may be present; other resource uses may be somewhat constrained by designation of these two WSAs. Emphasis was placed on high quality wilderness character.

If designated wilderness by Congress, the areas would be closed to ORV use. New mining claims would be prohibited. Mineral leasing would not be prohibited by wilderness designation, but wilderness character would be considered in making mineral leasing decisions. Land uses would be restricted to those compatible with BLM's Wilderness Management Policy. Utility developments would be effectively prohibited. A wilderness management plan would be prepared for each WSA designated. The wilderness management plans would include fire suppression guidelines designed to protect or enhance wilderness character.

If not designated wilderness by Congress, the areas would generally be managed as M1 areas as described above. The exception is *3,258* acres of areas of geologic interest within the Raven's Eye *and Sand Butte* WSAs which would be managed as L12 areas as described below. *Sand Butte (the volcanic cone, not the entire WSA) would be closed to ORV use to protect its naturalness (approximately 220 acres).* No other special designations or developments would be proposed. The *other* restrictions on ORVs, minerals, land uses, and fire described above would not apply.

L3-Sand Butte ORV Closure. 1,751 acres. This area would be closed to ORV use. Otherwise, management would be the same as described for M1 areas. The ORV closure would make a more easily managed, more definite boundary along a road for exclusion of ORVs from the Sand Butte WSA. Without the L3 area, the

WSA boundary would be difficult to recognize and manage as the ORV closure boundary for the Sand Butte WSA, as it doesn't follow a road or easily recognizable feature. If the Sand Butte WSA is not designated wilderness by Congress, this area would no longer be closed to ORV use.

L4-ACEC-Substation Tract *Relict Vegetation Area.* 440 acres. This area would be designated an ACEC to focus management attention on special values. The area contains a natural vegetation community representative of a range site that occurred commonly in the planning area prior to human caused disturbances. It is the only known remaining relict of this condition and size in the Shoshone District, and is therefore highly valuable for research and reference. Carey Act applications have been filed on all 440 acres.

Management to protect the relict vegetation community would entail retention in Federal ownership and aggressive fire control efforts. Other opportunities to reduce the risk of loss to fire would be pursued, including cooperative agreements with adjacent landowners. ORV use would be limited to designated roads and trails to protect the vegetation while allowing movement of local farm traffic. No surface occupancy associated with mineral lease development would be allowed. *Livestock grazing would be prohibited to protect the vegetation.*

An activity plan would be prepared to guide management and protection of the relict vegetation community, especially protection from fire.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L6-ACEC-Vineyard Creek *Natural Area.* 105 acres. This area would be designated an ACEC to focus management attention on special values.

Vineyard Creek is the only known spawning habitat for a unique cutthroat/ rainbow hybrid trout. The habitat is threatened by sedimentation from irrigation return flow from private land. Management to protect this habitat would entail coordinating with private landowners to reduce or eliminate sedimentation caused by the irrigation return flow entering Vineyard Creek. The objective would be to lower the sediment load of the return flow below 100 ppm or to stop the return flow from entering the stream.

Vineyard Creek contains habitat that may be suitable for the Bliss Rapids snail, a candidate endangered species. The habitat in Vineyard Creek is similar to that of Box Canyon which supports a population of the snail. Future resource uses and proposals would be closely examined to ensure that snail habitat would not be adversely affected or that adverse effects could be mitigated.

This area lies within the proposed Dry Cataracts National Natural Landmark. Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, would be protected from human disturbances that would degrade their naturalness. Mineral material sales and free use would be prohibited.

The Vineyard Creek area is a very scenic and unique area. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality and naturalness. No surface occupancy associated with mineral lease development would be allowed.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would specify measures to reduce sedimentation of Vineyard Creek.

The area would be closed to ORV use to protect scenic quality and promote visitor safety. The area is near an area heavily used by ORVs.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L7-ACEC-Box Canyon/Blueheart Springs *Sensitive Area*. 128 acres. This area would be designated an ACEC to focus management attention on special values as described for L7 in Alternative B. The area would be open to ORV use. No surface occupancy associated with mineral lease development would be allowed.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would include provisions to protect habitat for the Shoshone sculpin and the Bliss Rapids snail.

L8-Little Wood River SRMA. 2,787 acres. The riparian habitat and fishery of this area would be maintained or improved to support quality sport fishing opportunities as described for L8 in Alternative B.

A recreation activity management plan would be prepared for the area. The area would be open to ORV use.

L9-Snake River Rim SRMA. *5,102* acres. This area would be managed to provide for a wide variety of recreation activities including rifle shooting, archery, motorcycle riding/racing, picnicking, sightseeing, and float-boating, while resolving conflicts among various uses and protecting cultural resources and fragile soils. The demand for these activities is expected to increase as is the potential for user conflicts.

Sub-area L9a, 345 acres in Devil's Corral, would be closed to ORV use to protect cultural resources and soils. The remaining *4,757* acres would be open to ORV use.

Sub-areas L9a and L9d, totalling 1,159 acres, lie within the proposed Dry Cataracts National Natural Landmark. Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, would be protected from human disturbances that would degrade their naturalness. Mineral material sales or free use would be prohibited.

Sub-area L9e, 374 acres, would be managed for protection, maintenance, and enhancement of wildlife habitat. These tracts are included in the existing Isolated Tracts HMP and would be covered by the revised HMP prepared for L11 areas in Alternative C.

Livestock grazing would not be restricted by recreation oriented management in L9.

The existing Snake River Rim Recreation Area Management Plan would be revised to reflect changes from existing ORV designations, acreage within the Snake River Rim SRMA, transfer area designations, float-boating management, protection of geologic formations associated with the Bonneville Flood in sub-areas L9a and L9d, and wildlife management on sub-area L9e.

A cultural resource management plan would be prepared for Devil's Corral (L9a). This plan would specify the degree of protection and the interpretive measures appropriate for the area. Fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

L10-Cedar Fields SRMA. 2,240 acres. This area would be managed to provide a variety of recreation activities including ORV use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources.

ORV use would be limited in the area, but restrictions would be applied only where significant damage to high quality and highly visible scenic areas, fragile soils, significant wildlife values, and significant cultural resources is occurring. ORV use in sub-area L10a (395 acres) would be limited to designated trails *consistent with Bureau of Reclamation limitations on adjacent lands.* Livestock grazing and minerals activities would not be restricted by recreation oriented management in the area.

A recreation activity management plan and a cultural resources management plan specifying the degree of protection and interpretive measures appropriate for the area would be prepared. These plans would include fire suppression guidelines designed to protect fragile soils and cultural resources by limiting surface disturbance.

L11-Isolated Tracts. *10,551* acres. These tracts would be managed for protection, maintenance, and enhancement of wildlife habitat, primarily for upland game birds. In Alternative C, these are existing Isolated Tracts of high or medium value as identified on Map 8 and potential Isolated Tracts of high value. *An* exception to this rule *is that* tracts involved in the Bureau of Reclamation Transfer Area (T4) were placed into the T4 category even though they otherwise would have been managed as L11 areas. This is because the Bureau of Reclamation would be involved in a program for these T4 areas that would provide wildlife habitat for upland game birds that would be equivalent to or better than the habitat BLM could provide on L11 areas. This involves 902 acres of potential and existing Isolated Tracts.

The existing Isolated Tracts HMP would be revised to reflect changes in the number of tracts. Sub-area L9e, described earlier for Alternative C, would be covered by the revised HMP. The modified HMP would include fire suppression guidelines for protection of wildlife habitat on Isolated Tracts.

These areas would remain open to ORV use. Future ORV restrictions could occur on a case-by-case basis if necessary to protect wildlife or wildlife habitat.

Livestock would be excluded from 821 acres of Isolated Tracts by fencing.

The areas would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L12-Areas of Geologic Interest. 6,996 acres. These areas would be managed to preserve fragile geologic formations associated with caves as discussed for Alternative B. The areas would remain open to ORV use.

No surface occupancy associated with mineral lease development would be allowed within 250 feet of fragile geologic formations or caves.

A cave management plan would be prepared for these areas. This would include fire suppression guidelines to limit surface disturbance near the geologic formations.

T1-Transfer. *20,538* acres. These areas would be available for transfer from Federal ownership. Transfer could be by sale, exchange, agricultural entry or other means determined appropriate *as discussed on pages 3-15, 3-16 and E-1 to E-3.* Detailed examination would be conducted for these tracts prior to the final decision about transfer or type of transfer. Examinations would consider threatened and endangered species, cultural resources, and other resource values. *Agricultural entry applications and other transfer proposals for these areas would be considered in the order received.*

As consistent with the resource management guidelines and general provisions for multiple use and transfer areas discussed earlier in this chapter, lands were included in T1 for Alternative C in the following situations.

1. Parcels of relatively low multiple use value that are

   - outside of grazing allotments

   - small grazing allotments or portions of allotments that would be difficult to manage for livestock, uneconomical to fence, with little or no potential for intensive grazing management or combination with adjacent allotments. These are generally odd-shaped, narrow "fingers" of public land.

   - isolated parcels.

2. Agricultural trespasses where a definite physical barrier to further agricultural encroachment exists. This could be a natural barrier such as lava outcrops or a river, or a man-made barrier such as a road or canal. The trespass would be settled prior to transfer.

3. Occupancy trespasses where resource values are low, and disposal of the tract would solve the trespass problem. The trespass would be settled prior to transfer. Only the portion of a parcel necessary to resolve the trespass would be transferred.

Parcels meeting the above criteria were excluded from T1 in the following situations.

1. Parcels essential to ensure public access to BLM-administered public lands.

2. Existing Isolated Tracts covered by the Isolated Tracts HMP of high or medium value and potential Isolated Tracts of high value as identified on Map 8.

3. Parcels important to the movement of livestock.

T2-Transfer-Agricultural Entry. *29,873* acres. These areas would be available for transfer from Federal ownership under the agricultural land laws *or for local and State government needs or exchange.* Other types of transfers may occur only if agricultural entry transfers leave parcels in Federal ownership that are difficult to manage because of odd configuration, access problems, or lack of adequate facilities (fences, cattleguards, water, etc.). These resulting difficult-to-manage tracts could be transferred from Federal ownership by sale, exchange, or other means as determined appropriate as discussed under T1. *T2 areas found to be unsuitable for transfer under agricultural land laws and not falling into the T1 category as described in the preceeding sentence would remain in public ownership and be managed as described for M1 areas.*

Up to *25* percent of the T2 areas could be retained in public ownership and managed as L11 areas under the Isolated Tracts HMP. Criteria to be used in selecting these areas are contained in Appendix C. The areas would be selected on a case-by-case basis as T2 lands are considered for transfer.

Studies to determine suitability under the agricultural land laws include economic feasibility, physical suitability for agriculture, water availability, threatened and endangered species clearance, and cultural resources clearance.

In some cases, small parcels adjacent to agricultural applications were included in T2 if transfer of the application would make the small adjacent parcel difficult to manage as described above.

As consistent with the resource management guidelines and general provisions for multiple use and transfer areas discussed earlier in this chapter, lands were included in T2 for Alternative C in the following situations.

1. An agricultural application for the tract has been filed.

2. The tract does not meet the requirements for inclusion in another transfer category such as T1, T3, or T4.

3. Soils on the tract are marginal or suitable for agriculture as defined in Chapter 3 and shown on Map 12.

Parcels meeting the above criteria were excluded from T2 in the following situations.

1. Parcels within grazing allotments with significant existing developments and having soils marginal for agriculture with a high erosion potential as shown on Map 14.

2. Existing Isolated Tracts, covered by the Isolated Tracts HMP, of high or medium value as identified on Map 8 *and potential high value Isolated Tracts.*

3. Parcels essential to ensure public access to BLM-administered public lands.

4. Parcels important to the movement of livestock.

T3-Jerome County Canyon Rim Transfer. 258 acres. This area would be available for transfer from Federal ownership as described for T1, but only if zoning regulations were changed to allow commercial or residential development.

Parcels were included in T3 for the same reasons as discussed for T1.

T4-Bureau of Reclamation Transfer. 3,751 acres. These lands would be withdrawn for the Minidoka *North Side Pumping Division Extension* Project and developed for irrigated farmland by the Bureau of Reclamation. Developed lands would be transferred from Federal ownership by the Bureau of Reclamation. Approximately *half of the area* would be retained by the Bureau of Reclamation for wildlife and recreation management. *Existing agricultural entry applications would be processed prior to withdrawal.*

These are lands that are compatible with this project.

Other Resource Uses in Alternative C.

Fire Management. Portions of the planning area, totaling 181,086 acres, would be under full fire suppression in Alternative C. Vineyard Creek ACEC (L6) and Box Canyon ACEC (L7) would be under full suppression to protect the naturalness and scenic quality of the areas. The Substation Tract ACEC would be under full suppression to protect natural vegetation communities. The Isolated Tracts (L11) and Pronghorn Winter Range HMP area (discussed below under Wildlife Habitat) would be under full suppression to protect the vegetation, primarily brush, important to wildlife habitat management objectives. The areas discussed above would also be given priority for fire suppression in the fire management plan.

The remainder of the planning area would be covered by a limited suppression plan. The purpose of this plan would be to more efficiently use fire suppression funds. However, since the planning area is subject to large fires, limited suppression would only take place when the burning index is below 22. This would typically require full suppression during July and August. Large, repeated fires cannot be tolerated from the wildlife habitat and soil erosion standpoint.

The General Fire Suppression Guidelines in Appendix B under "Standard Operating Procedures" would apply to most of the planning area. Exceptions to these would occur in portions of the planning area totalling at least 278,336 acres. 1/ Surface disturbing equipment would be more likely to be used in Isolated Tracts (L11), Pronghorn Winter Range HMP areas (see Map 15), and brush protection areas to protect the vegetation, primarily brush, important to wildlife habitat management objectives. Surface disturbing equipment would also be more likely to be used in the Substation Tract ACEC to protect natural vegetation communities. On the other hand, use of surface disturbing equipment would be very limited in WSAs recommended suitable (L1) to protect wilderness character, in Cedar Fields SRMA (L10) to protect fragile soils and cultural resources, in the Oregon Trail area and Devil's Corral (L9a) to protect cultural resources, and in the Areas of Geologic Interest (L12) to protect fragile geologic formations. Guidelines for fire suppression in the above areas would be included in the fire management plan.

Prescribed fire could be used as a tool for accomplishing the 19,000 acres of brush control proposed under Livestock Forage. The guidelines for Prescribed Fire in Appendix D under "Range Improvements" would apply. The use of prescribed fire in areas other than those proposed for brush control would be allowed only if found to be environmentally acceptable through consideration of environmental effects in the NEPA process. Such use could include projects such as noxious weed abatement or habitat management not foreseen at this time.

Prescribed fire would not be used in Substation Tract ACEC (L4), Vineyard Creek ACEC (L6), or Box Canyon/Blueheart Springs ACEC (L7).

In Alternative C, 100 miles of roads would be maintained annually to improve access for fire suppression forces and provide secure fuel breaks that could be used for firelines. This would cost approximately $10,000 annually. The roads to be maintained are presently very rough and/or infrequently used. Vegetation growing in the roadways limits their usefulness as fire lines. The

1/ The acreage involved in the brush protection areas and the Oregon Trail area is unknown at this time and would be determined in detailed examinations.

objective of this road maintenance is to help suppression crews keep fires smaller. This would benefit the wildlife habitat and soil erosion situation greatly.

For Alternative C, roads would be maintained in Fire Ecology Zones 1, 2, and 3. These areas have a high potential for frequent burns. Improved access and fuel breaks in these areas would help fire suppression efforts greatly.

Although other management practices to reduce wildfire size and occurrence are not proposed for Alternative C, they could be considered in the future as availability and effectiveness are demonstrated. Such practices might include seeding of fire resistant plant species in strips. The environmental effects of any such practices would be considered in the NEPA process before the practices could be implemented.

Wildlife Habitat. Several wildlife habitat objectives have been covered under the discussion of multiple use areas for Alternative C. Habitat objectives for the hybrid trout are covered under L6-Vineyard Creek ACEC; for the Shoshone sculpin, they are covered under L7-Box Canyon/Blueheart Springs ACEC; for the Bliss Rapids snail, they are covered under both L6 and L7; for ring-necked pheasant and gray partridge (upland game birds), they are covered under L11-Isolated Tracts. The discussion in Fire Management above specifies actions that would benefit wildlife. Following is a discussion of other wildlife habitat objectives for Alternative C.

Brush areas valuable to wildlife would be given priority for fire suppression in the fire management plan. Specific areas of importance would be identified in detailed examinations and development of HMPs discussed below. Guidelines for fire suppression would be developed and incorporated into the fire management plan. Protection of brush pockets would be important in maintaining or enhancing habitat for sage grouse, pronghorn, mule deer, and non-game wildlife. It should be noted that areas of brush valuable to wildlife would likely change over time as some brush stands are burned by wildfire while others recover.

Artificial nest structures would be constructed for the ferruginous hawk, Swainson's hawk, and burrowing owl to increase populations. Specific numbers and locations of these structures would be determined in detailed examination of habitat suitable for each species. Ferruginous hawk nest structures would be placed in remote areas. Swainson's hawk nest structures would be placed on Isolated Tracts (L11). Burrowing owl nest boxes would be placed primarily on Isolated Tracts, but also throughout the breeding range.

A Sage Grouse HMP would be prepared to guide management in the sage grouse winter habitat area covering about 67,000 acres (see Map 7). Objectives of this HMP would be to maintain and enhance sage grouse habitat by maintaining adequate, suitable areas of brush and providing additional forbs for brood rearing. Suitable forbs would be included in range seedings in this area. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Winter Range HMP would be prepared for approximately 171,000 acres shown on Map 15. Objectives of this HMP would be to improve winter habitat for pronghorn by protecting valuable brush stands and increasing the brush component of the areas. Detailed examination would be required to determine the specific areas most important to the wintering animals. The possibility of seeding brush or fire resistant plant species would be examined for feasibility. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Summer Range HMP would be prepared for 60,000 acres in the Wildhorse Allotment (see Map 9). Objectives of this HMP would be to improve summer habitat for pronghorn by maintaining adequate areas of brush, providing additional forbs, and providing new water sources. Suitable forbs would be included in range seedings in this area. Guidelines for providing additional water sources would be developed. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

Livestock Forage. Provide *142,879* AUMs of livestock forage. Approximately *858,043* acres of public land would be included in grazing allotments (see Maps 1 and 9). Average stocking rate would be *6.0* acres per AUM.

The objectives for Alternative C would be to maintain existing perennial forage plants, maintain soil stability, stabilize areas currently in downward trend, and increase availability of perennial forage plants.

The following range improvements would be accomplished in support of achieving the objectives stated above.

25,500 acres of reseeding
19,000 acres of brush control
54 miles of fencing
74 miles of pipeline
110 water troughs
9 wells
24 cattleguards
4 miles of road construction

Total cost of improvements = *$1,602,800*
20-year maintenance and replacement cost = $669,200

In Alternative C, preference levels were adjusted as follows.

1. Allotments with upward trend in all pastures were given an increase.

2. Allotments with static trend pastures were given an increase if reasonable improvements to support the increase can be made.

3. Allotments with downward trend in all pastures were not given increases since range improvements might be necessary just to support current actual use levels. If improvements to support current actual use levels would not be reasonable, allotments with downward trend in all pastures were given a decrease.

Increases could be up to full preference or beyond depending on trend, actual use, and feasibility of range improvements. Proposed increases would be partially carried by range improvements in some allotments, by existing forage production and facilities in others. No grazing preference was proposed on lands in a transfer category or on Isolated Tracts that are or would be fenced to exclude livestock. A more detailed discussion of the methodology used in determining the stocking level for Alternative C is contained in Appendix D under "Determining the Proposed Stocking Rate."

The grazing preference level proposed for Alternative C is somewhat lower than in Alternative B. It was tempered by an estimation of how many range improvements can be accomplished with future funding levels that can reasonably be expected. Only improvements likely to yield a benefit/cost ratio greater than one were included. The potential productivity of the land was more closely considered.

The proposed stocking level of *142,879* AUMs is *46* percent higher than the current five-year average actual use and is *4* percent less than the current active preference, but it would be supported on 5 percent less land. There are several reasons why this stocking level was chosen.

- No significant conflicts with other resources were identified at this stocking level.

- The methodology used to determine the proposed stocking level indicates that the objectives for livestock forage can be met at this stocking level with the range improvements listed above.

- Although the current rate of 34 percent nonuse may continue into the future, the exact rate of nonuse is unpredictable. Actual use is tied to market conditions and other factors, such as weather. Thus, if Alternative C were implemented, the proposed stocking level of *142,879* AUMs may or may not be fully utilized. The full stocking level of *142,879* AUMs is used for analysis of the environmental effects in the event it were fully utilized.

- The proposed stocking level of *142,879* AUMs for Alternative C could not be supported in a drought year when forage production from annual plant species is low. This would be handled by temporary suspension.

The initial stocking *level* for Alternative C would be 149,135 AUMs (present active preference). Adjustments toward the proposed preference, *142,879* AUMs, would occur based on monitoring data as discussed under Implementation in Appendix D. Increases dependent on range improvements would occur only as funding for the necessary improvements is available and the projects are completed. Range improvement guidelines are included in Appendix D. Decreases resulting from land transfers would occur only as the identified tracts are transferred from Federal ownership.

No changes in season of livestock use are proposed in Alternative C. This is because no resource conflicts were identified that would be resolved by such changes. However, changes in season of livestock use could be made in the future after considering environmental effects in the NEPA process if supported by monitoring.

New AMPs or CRMPs would be developed for nine allotments. This would bring the total area covered to 97 percent of the allotted acres.

In Alternative C, it is assumed that 21,910 sheep AUMs would be converted to cattle AUMs. Actual conversion would be consistent with the Shoshone District Conversion Policy. The assumed conversion is based on the same assumptions as described for Alternative B.

Cultural Resources. In addition to the Cultural Resource Management Plans discussed for Devil's Corral (L9a) and the Cedar Fields SRMA (L10), two other plans would be prepared; one for the Oregon Trail and one for Wilson Butte Cave. These plans would specify the degree of protection and the interpretation measures appropriate for the areas. In the case of the Oregon Trail, fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

Soils. Several actions have been discussed which would help meet the objective of keeping soil erosion within tolerable levels. ORV use would be restricted in portions of the Snake River Rim SRMA (L9) and in the Cedar Fields SRMA to protect fragile soils. Fires would be given full suppression when the burning index is above 22 to help protect soils. Road maintenance would be conducted in key areas to help keep fires smaller, thus helping to protect soils. *Fire suppression guidelines to limit surface disturbance would be developed for the Cedar Fields SRMA.*

In addition to the actions listed above, areas with severe erosion problems would be stabilized. At the present time, 150 acres of active sand dunes in the Lake Walcott area have been identified for a seeding project to stabilize the dunes. Other areas would be treated as they are identified, provided treatment would be feasible.

Priority would be given to emergency treatment of severe erosion areas caused by wildfire.

Summary of Activity Plans Required for Implementation of Alternative C.

Two Wilderness Management Plans (excluding Great Rift)
- One for each WSA recommended suitable.

One ORV Designation Implementation Plan
- Detailing how the ORV designations for the planning area would be implemented including public awareness, signing, and enforcement.

Three ACEC Management Plans
- *One for each ACEC.*

Three Recreation Activity Management Plans (RAMPs)
- One for each special recreation management area (SRMA)

Four Habitat Management Plans (HMPs)
- One would be a revision of the Isolated Tracts HMP.
- The others would be prepared for pronghorn winter range, pronghorn summer range, and sage grouse winter habitat.

Four Cultural Resource Management Plans
- One each for Devil's Corral, Cedar Fields, Wilson Butte Cave, and the Oregon Trail.

One Cave Management Plan
- For the L12 areas (Areas of Geologic Interest).

Nine AMPs, CRMPs, or other appropriate plans
- One for each of the nine allotments specified in Appendix D.

One Limited Fire Suppression Plan

The fire management plan will include guidelines to

- limit surface disturbance in WSAs recommended suitable, Cedar Fields SRMA, the Oregon Trail, and Areas of Geologic Interest.

- protect vegetation valuable to wildlife on Isolated Tracts, Pronghorn Winter Range HMP area, and brush protection areas.

- protect the naturalness and scenic quality of Vineyard Creek ACEC and Box Canyon/Blueheart Springs ACEC.

- protect the natural vegetation communities of the Substation Tract ACEC.

Some of the activity plans listed above may be consolidated into a single plan where two or more activities have activity plan needs in the same general area.

Alternative D

Goals. In this alternative, protection of fragile resources and wildlife habitat, preservation of natural systems and cultural values, and nonconsumptive resource uses would be favored. Management direction would favor habitat management to increase wildlife populations, protection of cultural resources, protection of wilderness qualities, and opportunities for general dispersed recreation.

Multiple Use and Transfer Areas in Alternative D. Map 5 shows the multiple use and transfer areas for Alternative D.

M1-Moderate Use. *788,756* acres. No special limitations or restrictions on the type or intensity of resource use would be applied in this area. Valid uses would be allowed subject to environmental review and stipulations or special conditions to protect resources. This area would be open to ORV use.

L1-WSA Recommended Suitable. 154,015 acres. These areas would be recommended suitable for designation by Congress as a part of the Wilderness Preservation System. This includes all six WSAs in the planning area.

All of the WSAs would be recommended suitable in Alternative D, because they are all considered to be manageable as wilderness. Protection of wilderness qualities is favored by the goals of Alternative D.

If designated wilderness by Congress, the areas would be closed to ORV use. New mining claims would be prohibited. Mineral leasing would not be prohibited by wilderness designation, but wilderness character would be considered in making mineral leasing decisions. Land uses would be restricted to those compatible with BLM's Wilderness Management Policy. Utility developments would be effectively prohibited. A wilderness management plan would be prepared for each WSA designated. The wilderness management plan would include fire suppression guidelines designed to protect or enhance wilderness character.

If not designated wilderness by Congress, the areas would generally be managed as M1 areas as described above. The exception is *3,783* acres of areas of geologic interest within the Raven's Eye, *Sand Butte,* and Bear Den Butte WSAs which would be managed as L12 areas as described below. *Sand Butte (the volcanic cone, not the entire WSA) would be closed to ORV use to protect its naturalness (approximately 220 acres).* No other special designations or developments would be proposed. The *other* restrictions on ORVs, minerals, land uses, and fire described above would not apply.

L3-Sand Butte ORV Closure. 1,751 acres. This area would be managed as described for M1 areas except that it would be closed to ORV use. The reason for the ORV closure is the same as described for L3 in Alternative C. If the Sand Butte WSA is not designated wilderness by Congress, this area would no longer be closed to ORV use.

L4-ACEC-Substation Tract *Relict Vegetation Area.* 440 acres. This area would be designated an ACEC to focus management attention on special values as described for L4 in Alternative C. ORV use would be limited to designated roads and trails. No surface occupancy associated with mineral lease development would be allowed. *Livestock grazing would be prohibited.*

An activity plan would be prepared to guide management and protection of the relict vegetation community, especially protection from fire.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L5-ACEC-Silver Sage Playa *Relict Vegetation Area.* 10 acres. This area would be designated an ACEC to focus management attention on special values. The area contains a vegetation community uncommon in the Shoshone District. The vegetation community is in as good condition as any similar community in the District and could be valuable for research and reference. Desert Land Entry applications have been filed on this area.

Management to protect the relict vegetation community would entail retention in Federal ownership and aggressive fire control efforts. Fire suppression guidelines would be developed for the area. The area would be closed to ORV use to protect the vegetation. No surface occupancy associated with mineral lease development would be allowed. *Livestock grazing would be prohibited to protect the vegetation.*

An activity plan would be prepared to guide management and protection of the relict vegetation community, especially protection from fire.

The area would be given priority for fire suppression in the fire management plan and would be under full fire suppression.

L6-ACEC-Vineyard Creek *Natural Area.* 105 acres. This area would be designated an ACEC to focus management attention on special values as described for L6 in Alternative C. The area would be closed to ORV use. No surface occupancy associated with mineral lease development would be allowed. Mineral material sales would be prohibited.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would specify measures to reduce sedimentation of Vineyard Creek.

L7-ACEC-Box Canyon/Blueheart Springs *Sensitive Area.* 128 acres. This area would be designated an ACEC to focus management attention on special values as described for L7 in Alternative B. No surface occupancy associated with mineral lease development would be allowed. The area would be open to ORV use.

An activity plan would be prepared to guide management of the unique resources of the area. This plan would include provisions to protect habitat for the Shoshone sculpin and the Bliss Rapids snail.

L8-Little Wood River SRMA. 3,061 acres. The riparian habitat and fishery of this area would be maintained or improved to support quality sport fishing opportunities as described for L8 in Alternative B.

In Alternative D, 274 acres have been added to L8 as compared to Alternative B. The additional area is separated from the rest by private land, but was included in Alternative D since wildlife habitat enhancement and opportunities for general dispersed recreation are favored in Alternative D.

A recreation activity management plan would be prepared for the area. The area would be open to ORV use.

L9-Snake River Rim SRMA. 15,617 acres. This area would be managed to provide for a wide variety of recreation activities including rifle shooting, archery, motorcycle riding/racing, picnicking, sightseeing, and float boating while resolving conflicts among various uses and protecting cultural resources and fragile soils. The demand for these activities is expected to increase as is the potential for user conflicts.

Sub-area L9a, 345 acres in Devil's Corral, would be closed to ORV use to protect cultural resources and soils. ORV use would be limited to designated roads and trails to protect soils in sub-area L9b, 354 acres. The remaining 14,918 acres would be open to ORV use.

Sub-areas L9a, L9b, and L9d, totalling 1,159 acres, lie within the proposed Dry Cataracts National Natural Landmark. Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, would be protected from human disturbances that would degrade their naturalness. Mineral material sales and free use would be prohibited.

Sub-area L9c, 819 acres, would be managed as described for L12, Areas of Geologic Interest.

Sub-area L9e, 534 acres, would be managed for protection, maintenance, and enhancement of wildlife habitat. These tracts are included in the existing Isolated Tracts HMP and would be covered by the revised HMP prepared for L11 areas in Alternative D.

Livestock grazing would not be restricted by recreation oriented management in L9.

The existing Snake River Rim Recreation Area Management Plan would be revised to reflect changes from existing ORV designations, acreage within the Snake River Rim SRMA, transfer area designations, float boating management, protection of geologic formations associated with the Bonneville Flood in sub-areas L9a, L9b, and L9d, wildlife management on sub-area L9e, and management of cave resources in sub-area L9c.

A cultural resource management plan would be prepared for Devil's Corral (L9a). This plan would specify the degree of protection and the interpretive measures appropriate for the areas. Fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

L10-Cedar Fields SRMA. 2,240 acres. This area would be managed to provide a variety of recreation activities including ORV use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources.

ORV use would be limited to protect scenic areas, fragile soils, wildlife values, and cultural resources. ORV restrictions would be applied wherever damage to these resources is occurring or is expected to occur. Livestock grazing would not be restricted by recreation oriented management in the area.

The area would be withdrawn from mineral entry and leasing to protect scenic, cultural, and wildlife values, and to ensure that public access to the Snake River is preserved.

A recreation activity management plan and a cultural resources management plan specifying the degree of protection and interpretive measures appropriate for the area would be prepared for the area. This would include fire suppression guidelines designed to protect fragile soils and cultural resources by limiting surface disturbance.

L11-Isolated Tracts. *14,884* acres. These tracts would be managed for protection, maintenance, and enhancement of wildlife habitat, primarily for upland game birds. In Alternative D, these are all existing and potential Isolated Tracts of medium or high value. Low value existing and potential Isolated Tracts are also generally included with the following exceptions.

1. Low value existing or potential Isolated Tracts were placed in a transfer category if a non-Bureau disposal proposal or agricultural entry application has been made on the tract and no other multiple use value warranted retention of the parcel.

2. Some low value potential Isolated Tracts covering large areas in the Lake Walcott area were identified as potential Isolated Tracts only in response to agricultural entry applications. Since these applications were not placed in a transfer category in Alternative D, the low value potential Isolated Tracts were not included in L11.

The existing Isolated Tracts HMP would be revised to reflect changes in the number of tracts. Sub-area L9e, described earlier in Alternative C, would be covered by the revised HMP. The modified HMP would include fire suppression guidelines to give some priority to protection of wildlife habitat on Isolated Tracts.

These areas would remain open to ORV use. Future ORV restrictions could occur on a case-by-case basis if necessary to protect wildlife or wildlife habitat.

Livestock would be excluded from 821 acres of Isolated Tracts by fencing.

The areas would be given priority for fire suppression in the fire management plan and would be under full suppression.

L12-Areas of Geologic Interest. 13,578 acres. These areas would be managed to preserve fragile geologic formations associated with caves. These are all of the identified Areas of Geologic Interest that lie outside WSAs recommended suitable for designation. All proposed projects would be examined to ensure the formations are not adversely affected. To avoid possible adverse effects from increased public exposure, such as vandalism and removal of speleothems, access to caves would not be improved. The areas would remain open to ORV use. No surface occupancy associated with mineral lease development would be allowed within 250 feet of fragile geologic formations or caves.

A cave management plan would be prepared for these areas. This would include fire suppression guidelines to limit surface disturbance near the geologic formations.

T1-Transfer. 1,385 acres. These areas would be available for transfer from Federal ownership. Transfer could be by sale, exchange, agricultural entry, or other means determined appropriate *as discussed on pages 3-15, 3-16, and E-1 to E-3*. Detailed examination would be conducted for these tracts prior to the final decision about transfer or type of transfer. Examinations would consider threatened and endangered species, cultural resources, and other resource values. *Agricultural entry applications and other transfer proposals for these areas would be considered in the order received.*

In Alternative D, only parcels of very low multiple use value are included in T1. Most parcels included in T1 have non-Bureau disposal proposals, agricultural entry applications, or trespasses on them. Agricultural and occupancy trespasses are included in T1 where multiple use values are low, a definite physical barrier to further encroachment exists, and disposal of the tract would solve the trespass problem. A definite physical barrier could be a natural barrier such as lava outcrops or a river, or a man-made barrier such as a road or canal. The trespass would be settled prior to transfer. Only the portion of a parcel necessary to resolve the trespass is included in T1.

T2-Transfer-Agricultural Entry. 3,029 acres. These areas would be available for transfer from Federal ownership under the agricultural land laws *or for local and State Government needs or exchange*. Other types of transfers may occur only if agricultural entry transfers leave parcels in Federal ownership that are difficult to manage because of odd configuration, access problems, or lack of adequate facilities (fences, cattleguards, water, etc.). These resulting difficult-to-manage tracts could be transferred from Federal ownership by sale, exchange, or other means as determined appropriate as discussed under T1. *T2 areas found to be unsuitable for transfer under the agricultural land laws and not falling into the T1 category as described in the preceeding sentence would remain in public ownership and be managed as described for M1 areas.*

Up to *25* percent of the T2 areas could be retained in public ownership and managed as L11 areas under the Isolated Tracts HMP. Criteria to be used in selecting these areas are contained in Appendix C. The areas would be selected on a case-by-case basis as T2 lands are considered for transfer.

Studies to determine suitability under the agricultural land laws include economic feasibility, physical suitability for agriculture, water availability, threatened and endangered species clearance, and cultural resources clearance.

In Alternative D, only parcels of low multiple use value covered by an agricultural entry application are included in T2.

Other Resource Uses in Alternative D.

Fire Management. Portions of the planning area, totalling 186,532 acres, would be under full fire suppression in Alternative D. Vineyard Creek ACEC (L6) and Box Canyon ACEC (L7) would be under full suppression to protect the naturalness and scenic quality of the areas. The Substation Tract ACEC and Silver Sage Playa ACEC would be under full suppression to protect natural vegetation communities. The Isolated Tracts (L11) and Pronghorn Winter Range HMP area (discussed below under Wildlife Habitat) would be under full suppression to protect the vegetation, primarily brush, important to wildlife habitat management objectives. *The Shale Butte WSA would be under full suppression to prevent recurring human-caused fires, ignited outside the WSA, from burning into or over the WSA and adversely affecting naturalness.* The areas discussed above would also be given priority for fire suppression in the fire management plan.

The remainder of the planning area would be covered by a limited suppression plan. The purpose of this plan would be to more efficiently use fire suppression funds. However, since the planning area is subject to large fires, limited suppression would only take place when the burning index is below 22. This would typically require full suppression during July and August. Large, repeated fires cannot be tolerated from the wildlife habitat and soil erosion standpoint.

The General Fire Suppression Guidelines in Appendix B under "Standard Operating Procedures" would apply to most of the planning area. Exceptions to these would occur in portions of the planning area totalling at least 356,477 acres. 1/ Surface disturbing equipment would be more likely to be used in Isolated Tracts (L11), Pronghorn Winter Range HMP areas (see Map 15), and brush protection areas to protect the vegetation, primarily brush, important to wildlife habitat management objectives. Surface disturbing equipment would also be more likely to be used in the Substation Tract ACEC and Silver Sage Playa ACEC to protect natural vegetation communities. On the other hand, use of surface disturbing equipment would be very limited in WSAs recommended suitable (L1) to protect wilderness character, in Cedar Fields SRMA (L10) to protect fragile soils and cultural resources, in the Oregon Trail area and Devil's Corral (L9a) to protect cultural resources, and in the Areas of Geologic Interest (L12) to protect fragile geologic formations. Guidelines for fire suppression in the above areas would be included in the fire management plan.

1/ The acreage involved in the brush protection areas and the Oregon Trail area is unknown at this time and would be determined in detailed examinations.

Prescribed fire could be used as a tool for accomplishing the 13,000 acres of brush control proposed under Livestock Forage. The guidelines for Prescribed Fire in Appendix D under "Range Improvements" would apply. The use of prescribed fire in areas other than those proposed for brush control would be allowed only if found to be environmentally acceptable through consideration of environmental effects in the NEPA process. Such use could include projects such as noxious weed abatement or habitat management not foreseen at this time.

Prescribed fire would not be used in Substation Tract ACEC (L4), Silver Sage Playa ACEC (L5), Vineyard Creek ACEC (L6), or Box Canyon/Blueheart Springs ACEC (L7).

In Alternative D, 140 miles of roads would be maintained annually to improve access for fire suppression forces, and provide secure fuel breaks that could be used for firelines. This would cost approximately $14,000 annually. The roads to be maintained are presently very rough and/or infrequently used. Vegetation growing in the roadways limits their usefulness as fire lines. The objective of this road maintenance is to help suppression crews keep fires smaller. This would benefit the wildlife habitat and soil erosion situation greatly.

For Alternative D, roads would be maintained throughout the planning area. This includes areas with relatively low fire occurrence. This higher level of presuppression would be done to help ensure that wildlife habitat, natural systems, and wilderness qualities were not adversely affected by wildfire.

Although other management practices to reduce wildfire size and occurrence are not proposed for Alternative D, they could be considered in the future as availability and effectiveness are demonstrated. Such practices might include seeding of fire resistant plant species in strips. The environmental effects of any such practices would be considered in the NEPA process before the practices could be implemented.

Wildlife Habitat. Several wildlife habitat objectives have been covered under the discussion of multiple use areas for Alternative D. Habitat objectives for the hybrid trout are covered under L6-Vineyard Creek ACEC; for the Shoshone sculpin, they are covered under L7-Box Canyon/Blueheart Springs ACEC; for the Bliss Rapids snail, they are covered under both L6 and L7; for ring-necked pheasant and gray partridge (upland game birds), they are covered under L11-Isolated Tracts. The discussion in Fire Management above specifies actions that would benefit wildlife. Following is a discussion of other wildlife habitat objectives for Alternative D.

Brush areas valuable to wildlife would be given priority for fire suppression in the fire management plan. Specific areas of importance would be identified in detailed examinations and development of HMPs discussed below. Guidelines for fire suppression would be developed and incorporated into the fire management plan. Protection of brush pockets would be important in maintaining or enhancing habitat for sage grouse, pronghorn, mule deer, and non-game wildlife. It should be noted that areas of brush valuable to wildlife would likely change over time as some brush stands are burned by wildfire while others recover.

Artificial nest structures would be constructed for the ferruginous hawk, Swainson's hawk, and burrowing owl to increase populations. Specific numbers and locations of these structures would be determined in detailed examination of habitat suitable for each species. Ferruginous hawk nest structures would be placed in remote areas. Swainson's hawk nest structures would be placed on Isolated Tracts (L11). Burrowing owl nest boxes would be placed primarily on Isolated Tracts, but also throughout the breeding range.

A Sage Grouse HMP would be prepared to guide management in the sage grouse winter habitat area covering about 67,000 acres (see Map 7). Objectives of this HMP would be to maintain and enhance sage grouse habitat by maintaining adequate, suitable areas of brush and providing additional forbs for brood rearing. Suitable forbs would be included in range seedings in this area. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Winter Range HMP would be prepared for approximately 171,000 acres shown on Map 15. Objectives of this HMP would be to improve winter habitat for pronghorn by protecting valuable brush stands and increasing the brush component of the areas. Detailed examination would be required to determine the specific areas most important to the wintering animals. The possibility of seeding brush or fire resistant plant species would be examined for feasibility. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

A Pronghorn Summer Range HMP would be prepared for 60,000 acres in the Wildhorse Allotment (see Map 9). Objectives of this HMP would be to improve summer habitat for pronghorn by maintaining adequate areas of brush, providing additional forbs, and providing new water sources. Suitable forbs would be included in range seedings in this area. Guidelines for providing additional water sources would be developed. Guidelines for fire suppression to protect brush would be developed and incorporated into the fire management plan.

Livestock Forage. Provide *59,111* AUMs of livestock forage. Approximately 905,246 acres of public land would be included in grazing allotments (see Maps 1 and 9). Average stocking rate would be 15.3 acres per AUM.

The objectives for Alternative D would be to maintain existing perennial forage plants, maintain soil stability, and stabilize areas currently in downward trend.

The following range improvements would be accomplished in support of achieving the objectives stated above.

13,000 acres of brush control
38 miles of fencing
50 miles of pipeline
83 water troughs
5 wells
22 cattleguards
4 miles of road construction

Total Cost of Improvements = $732,500
20-year Maintenance and Replacement Cost = $342,000

The proposed preference level for Alternative D is the level that would be expected to be available in a low production year. It represents a 60 percent reduction from present active preference. Climatic fluctuations can affect forage production from annual vegetation greatly. The 1977 drought year had the greatest documented effect on annual vegetation production since the vegetation in the planning area has included the major annual vegetation component that it presently does. Actual use data for 1977 were used in arriving at a proposed preference level for Alternative D.

The initial stocking *level* for Alternative D would be 97,892 AUMs (average actual use). Adjustments down to the proposed preference, *59,111* AUMs, would be done as discussed under implementation in Appendix D.

The range improvements proposed for Alternative D would be necessary to implement expected conversions from sheep use to cattle use and new AMPs. No new land treatments are proposed. The 13,000 acres of brush control is an on-going project covered by an existing AMP.

No changes in season of livestock use are proposed in Alternative D. This is because no resource conflicts were identified that would be resolved by such changes. However, changes in season of livestock use could be made in the future after considering environmental effects in the NEPA process if supported by monitoring.

New AMPs or CRMPs would be developed for nine allotments. This would bring the total area covered to 97 percent of the allotted acres.

In Alternative D, it is assumed that 8,529 sheep AUMs would be converted to cattle AUMs. Actual conversion would be consistent with the Shoshone District Conversion Policy. The assumed conversion is based on the same assumptions as described for Alternative B.

Cultural Resources. In addition to the Cultural Resource Management Plans discussed for Devil's Corral (L9a) and the Cedar Fields SRMA (L10), two other plans would be prepared; one for the Oregon Trail and one for Wilson Butte Cave. These plans would specify the degree of protection and the interpretation measures appropriate for the areas. In the case of the Oregon Trail, fire suppression guidelines to limit surface disturbance would be developed and incorporated into the fire management plan.

Soils. Several actions have been discussed which would help meet the objective of keeping soil erosion within tolerable levels. ORV use would be restricted in portions of the Snake River Rim SRMA (L9) and in the Cedar Fields SRMA to protect fragile soils. Fires would be given full suppression when the burning index is above 22 to help protect soils. Road maintenance would be conducted in key areas to help keep fires smaller, thus helping to protect soils. *Fire suppression guidelines to limit surface disturbance would be developed for the Cedar Fields SRMA.*

In addition to the actions listed above, areas with severe erosion problems would be stabilized. At the present time, 150 acres of active sand dunes in the Lake Walcott area have been identified for a seeding project to stabilize the dunes. Other areas would be treated as they are identified, provided treatment would be feasible.

Priority would be given to emergency treatment of severe erosion areas caused by wildfire.

Summary of Activity Plans Required for Implementation of Alternative D.

Six Wilderness Management Plans (excluding Great Rift)
- One for each WSA recommended suitable.

One ORV Designation Implementation Plan
- Detailing how the ORV designations for the planning area would be implemented including public awareness, signing, and enforcement.

Four ACEC Management Plans
- *One for each ACEC.*

Three Recreation Activity Management Plans (RAMPs)
- One for each special recreation management area (SRMA)

Four Habitat Management Plans (HMPs)
- One would be a revision of the Isolated Tracts HMP.
- The others would be prepared for pronghorn winter range, pronghorn summer range, and sage grouse winter habitat.

Four Cultural Resource Management Plans
- One each for Devil's Corral, Cedar Fields, Wilson Butte Cave, and the Oregon Trail.

One Cave Management Plan
- For the L12 areas (Areas of Geologic Interest)

Nine AMPs, CRMPs, or other appropriate plans
- One for each of the nine allotments specified in Appendix D.

One Limited Fire Suppression Plan

The fire management plan will include guidelines to

- limit surface disturbance in WSAs recommended suitable, Cedar Fields SRMA, the Oregon Trail, and Areas of Geologic Interest.

- protect vegetation valuable to wildlife on Isolated Tracts, Pronghorn Winter Range HMP area, and brush protection areas.

- protect the naturalness and scenic quality of Vineyard Creek ACEC and Box Canyon/Blueheart Springs ACEC .

- protect the natural vegetation communities of the Substation Tract ACEC and Silver Sage Playa ACEC.

Some of the activity plans listed above may be consolidated into a single plan where two or more activities have activity plan needs in the same general area.

Sub-Alternative D

Proposed resource uses in Sub-Alternative D would be the same as for Alternative D in all respects except that there would be no livestock grazing. Therefore, no grazing preference would be proposed, no AMPs or CRMPs would be prepared, and no range improvements would be accomplished.

RELATIONSHIP OF ALTERNATIVES TO NATIONAL ENVIRONMENTAL POLICY ACT (NEPA) GOALS

The alternatives considered in this RMP/EIS all would achieve the requirements of sections 101 and 102(1) of NEPA and other environmental laws and policies. Each of the alternatives is designed to use practicable means to create and maintain conditions under which humans and nature can exist in productive harmony, but the emphasis is different in each alternative. Alternative A would place little emphasis on preservation of natural aspects of our national heritage and enhancement of the quality of renewable resources. Alternatives A, B, and D would limit the range of uses of the environment. Alternative C, the proposed Monument RMP, would attain the widest range of beneficial uses of the environment while preserving important historic, cultural, and natural aspects of our national heritage.

TABLE 2-1

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
LANDS-Retention or Disposal	3,458 acres available for transfer by any appropriate method including agricultural entry, sale, or exchange.	35,957 acres available for transfer by any appropriate method including agricultural entry, sale, or exchange.	20,796 acres available for transfer by any appropriate method including agricultural entry, sale, or exchange.	1,385 acres available for transfer by any appropriate method including agricultural entry, sale, or exchange.	No change from D.
	No Carey Act or DLE applications are included in a transfer category.	44,337 acres available for transfer only in response to agricultural entry applications. This includes 5,330 acres of current DLE applications and 38,180 acres of current Carey Act applications.	29,873 acres available for transfer only in response to agricultural entry applications. This includes 2,155 acres of current DLE applications and 24,415 acres of current Carey Act applications.	4,414 acres available for transfer only in response to agricultural entry applications. This includes 3,109 acres of current DLE applications. No current Carey Act applications would be considered for transfer.	
		The Carey Act applications in the Lake Walcott area would be considered for transfer for agricultural development.	The Carey Act applications in the Lake Walcott area would not be considered for transfer for agricultural development.		
			3,751 acres would be developed for agriculture and wildlife habitat by the Bureau of Reclamation.		
	Land important for livestock movement between allotments would be retained.	Land important for livestock movement between allotments would be retained.	Land important for livestock movement between allotments would be retained.	Land important for livestock movement between allotments would be retained.	
	87 Isolated Tracts would be retained for wildlife habitat values.	21 Isolated Tracts would be retained for wildlife habitat values.	92 Isolated Tracts would be retained for wildlife habitat values.	128 Isolated Tracts would be retained for wildlife habitat values.	
	Parcels essential to assure public access to BLM-administered public land would be retained.	Parcels essential to assure public access to BLM-administered public land would be retained.	Parcels essential to assure public access to BLM-administered public land would be retained.	Parcels essential to assure public access to BLM-administered public land would be retained.	

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
WILDERNESS	No Wilderness Study Areas (WSAs) would be recommended suitable for designation as wilderness by Congress.	Portions of two WSAs, the Raven's Eye and Little Deer WSAs would be recommended suitable for designation as wilderness by Congress. This includes 67,889 acres.	The Raven's Eye and the Sand Butte WSAs would be recommended suitable for designation as wilderness by Congress. This includes 87,902 acres.	All six WSAs in the planning area (Shale Butte, Raven's Eye, Little Deer, Sand Butte, Bear Den Butte, and Shoshone WSAs) would be recommended suitable for designation as wilderness by Congress. This includes 154,015 acres.	No change from D.
LIVESTOCK GRAZING	Grazing preference would be 97,562 AUMs.	Grazing preference would be 149,997 AUMs.	Grazing preference would be 142,879 AUMs.	Grazing preference would be 59,111 AUMs.	No livestock grazing would be authorized.
	Approximately 907,511 acres would be in grazing allotments after allowing for land transfers and other uses. Proposed stocking rate would be 9.3 acres per AUM.	Approximately 841,751 acres would be in grazing allotments after allowing for land transfers and other uses. Proposed stocking rate would be 5.6 acres per AUM.	Approximately 858,043 acres would be in grazing allotments after allowing for land transfers and other uses. Proposed stocking rate would be 6.0 acres per AUM.	Approximately 905,246 acres would be in grazing allotments after allowing for land transfers and other uses. Proposed stocking rate would be 15.3 acres per AUM.	
	No new allotment management plans (AMPs) or cooperative resource management plans (CRMPs) would be developed.	New AMPs, CRMPs, or other appropriate plans would be developed for nine grazing allotments. These allotments are Antelope, Cedar Fields, East Minidoka, Gunnery, Kimama, Minidoka, Schodde, Shoshone, and Wildhorse.	New AMPs, CRMPs, or other appropriate plans would be developed for nine grazing allotments. These allotments are Antelope, Cedar Fields, East Minidoka, Gunnery, Kimama, Minidoka, Schodde, Shoshone, and Wildhorse.	New AMPs, CRMPs, or other appropriate plans would be developed for nine grazing allotments. These allotments are Antelope, Cedar Fields, East Minidoka, Gunnery, Kimama, Minidoka, Schodde, Shoshone, and Wildhorse.	
	An estimated 4,982 sheep AUMs would be converted to cattle AUMs in accordance with the Shoshone District Conversion Policy. For Alternative A, this involves only those allotments with existing AMPs specifically addressing conversions.	An estimated 22,860 sheep AUMs would be converted to cattle AUMs in accordance with the Shoshone District Conversion Policy.	An estimated 21,910 sheep AUMs would be converted to cattle AUMs in accordance with the Shoshone District Conversion Policy.	An estimated 8,529 sheep AUMs would be converted to cattle AUMs in accordance with the Shoshone District Conversion Policy.	

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
LIVESTOCK GRAZING (Cont.)	No changes from existing seasons of use would be proposed.	No changes from existing seasons of use would be proposed since no resource conflicts were identified that would be resolved by such changes. However, changes in season of use could be made in the future after considering environmental effects in the NEPA process.	No changes from existing seasons of use would be proposed since no resource conflicts were identified that would be resolved by such changes. However, changes in season of use could be made in the future after considering environmental effects in the NEPA process.	No changes from existing seasons of use would be proposed since no resource conflicts were identified that would be resolved by such changes. However, changes in season of use could be made in the future after considering environmental effects in the NEPA process.	
	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 821 acres of Isolated Tracts have been fenced to exclude livestock from wildlife habitat. Livestock would continue to be excluded from these areas.	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 821 acres of Isolated Tracts have been fenced to exclude livestock from wildlife habitat. Livestock would continue to be excluded from these areas.	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 821 acres of Isolated Tracts have been fenced to exclude livestock from wildlife habitat. Livestock would continue to be excluded from these areas.	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 821 acres of Isolated Tracts have been fenced to exclude livestock from wildlife habitat. Livestock would continue to be excluded from these areas.	
	No new areas for livestock grazing outside of existing allotments would be proposed.	No new areas for livestock grazing outside of existing allotments would be proposed.	No new areas for livestock grazing outside of existing allotments would be proposed.	No new areas for livestock grazing outside of existing allotments would be proposed.	
RANGE IMPROVEMENTS	Brush control would be constrained as discussed in Appendix D to protect wildlife habitat and soils. Constraints would include treatment in irregular or mosaic patterns, and resting from livestock grazing after treatment.	Brush control and seeding would be constrained as discussed in Appendix D to protect wildlife habitat and soils. Constraints would include treatment in irregular or mosaic patterns, including forb and shrub seed in seedings as appropriate, and resting from livestock grazing after treatment.	Brush control and seeding would be constrained as discussed in Appendix D to protect wildlife habitat and soils. Constraints would include treatment in irregular or mosaic patterns, including forb and shrub seed in seedings as appropriate, and resting from livestock grazing after treatment.	Brush control and seeding would be constrained as discussed in Appendix D to protect wildlife habitat and soils. Constraints would include treatment in irregular or mosaic patterns, including forb and shrub seed in seedings as appropriate, and resting from livestock grazing after treatment.	No range improvements.

TABLE 2 1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
RANGE IMPROVEMENTS (Cont.)	Proposed range improvement is 13,000 acres brush control. This is an ongoing project covered by an existing AMP.	Proposed range improvements are: 55,500 acres of reseeding 19,000 acres of brush control 55 miles of fence 100 miles of pipeline 124 water troughs 9 wells 27 cattleguards 17 miles of road construction	Proposed range improvements are: 25,500 acres of reseeding 19,000 acres of brush control 53 miles of fence 74 miles of pipeline 110 water troughs 9 wells 24 cattleguards 4 miles of road construction	Proposed range improvements are: 13,000 acres of brush control 38 miles of fence 50 miles of pipeline 83 water troughs 5 wells 22 cattleguards 4 miles of road construction	
FIRE MANAGEMENT	Continue applying standard operating procedures discussed in Appendix B.	In addition to standard operating procedures discussed in Appendix B, maintain 60 miles of existing roads to improve access for fire suppression equipment and provide secure fuel breaks. Roads would be maintained in Fire Ecology Zone 1 and the contiguous public land between Shoshone and Wendell (refer to Map 6). Other practices to reduce wildfire size could be considered as availability and effectiveness are demonstrated.	In addition to standard operating procedures discussed in Appendix B, maintain 100 miles of existing roads to improve access for fire suppression equipment and provide secure fuel breaks. Roads would be maintained in Fire Ecology Zones 1, 2, and 3 (refer to Map 6). Other practices to reduce wildfire size could be considered as availability and effectiveness are demonstrated.	In addition to standard operating procedures discussed in Appendix B, maintain 140 miles of existing roads to improve access for fire suppression equipment and provide secure fuel breaks. Roads would be maintained throughout the planning area. Other practices to reduce wildfire size could be considered as availability and effectiveness are demonstrated.	No change from D.
	Prescribed fire may be used as a tool in 13,000 acres proposed for brush control. In other areas it may be used if found to be environmentally acceptable, but use of prescribed fire is not planned at this time.	Prescribed fire may be used as a tool in 19,000 acres proposed for brush control. In other areas it may be used if found to be environmentally acceptable, but use of prescribed fire is not planned at this time.	Prescribed fire may be used as a tool in 19,000 acres proposed for brush control. In other areas it may be used if found to be environmentally acceptable, but use of prescribed fire is not planned at this time.	Prescribed fire may be used as a tool in 13,000 acres proposed for brush control. In other areas it may be used if found to be environmentally acceptable, but use of prescribed fire is not planned at this time.	

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
FIRE MANAGEMENT (Cont.)		Prescribed fire would not be used on 233 acres in Vineyard Creek ACEC and Box Canyon/Blueheart Springs ACEC.	Prescribed fire would not be used on 677 acres in Substation Tract ACEC, Vineyard Creek ACEC, and Box Canyon/Blueheart Springs ACEC.	Prescribed fire would not be used on 687 acres in Substation Tract ACEC, Silver Sage Playa ACEC, Vineyard Creek ACEC, and Box Canyon/Blueheart Springs ACEC.	
	The entire planning area would be covered by a limited suppression plan.	174,933 acres would be under full fire suppression. The other 1,004,056 acres would be covered by a limited suppression plan.	181,086 acres would be under full fire suppression. The other 997,903 acres would be covered by a limited suppression plan.	202,500 acres would be under full fire suppression. The other 976,489 acres would be covered by a limited suppression plan.	
SOIL EROSION	Fragile soils in the Lake Walcott area would not be developed for agriculture.	If developed for agriculture as proposed, the fragile soils in the Lake Walcott area will experience increased erosion.	Fragile soils in the Lake Walcott area would not be developed for agriculture.	Fragile soils in the Lake Walcott area would not be developed for agriculture.	
	ORV use would be restricted on 804 acres to protect fragile soils	ORV use would be restricted on 2,585 acres to protect fragile soils	ORV use would be restricted on 2,585 acres to protect fragile soils	ORV use would be restricted on 2,939 acres to protect fragile soils	
		Surface disturbance in fire suppression would be limited on 2,240 acres to protect fragile soils.	Surface disturbance in fire suppression would be limited on 2,240 acres to protect fragile soils.	Surface disturbance in fire suppression would be limited on 2,240 acres to protect fragile soils.	
	150 acres would be seeded to stabilize active sand dunes.	Areas with severe erosion problems would be stabilized where feasible. 150 acres would be seeded to stabilize active sand dunes.	Areas with severe erosion problems would be stabilized where feasible. 150 acres would be seeded to stabilize active sand dunes.	Areas with severe erosion problems would be stabilized where feasible. 150 acres would be seeded to stabilize active sand dunes.	
WILDLIFE HABITAT MANAGEMENT	87 tracts would be included in the Isolated Tracts HMP and managed for wildlife habitat.	21 tracts would be included in the Isolated Tracts HMP and managed for wildlife habitat.	92 tracts would be included in the Isolated Tracts HMP and managed for wildlife habitat.	128 tracts would be included in the Isolated Tracts HMP and managed for wildlife habitat.	No change from D.

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
WILDLIFE HABITAT (Cont.)		HMPs would be developed for approximately 171,000 acres of pronghorn winter range, 60,000 acres of summer pronghorn habitat, and 67,000 acres of sage grouse habitat.	HMPs would be developed for approximately 171,000 acres of pronghorn winter range, 60,000 acres of summer pronghorn habitat, and 67,000 acres of sage grouse habitat.	HMPs would be developed for approximately 171,000 acres of pronghorn winter range, 60,000 acres of summer pronghorn habitat, and 67,000 acres of sage grouse habitat.	
	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 545 acres of Isolated Tracts have been fenced specifically to exclude livestock from riparian habitat. Livestock would continue to be excluded from these areas.	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 545 acres of Isolated Tracts have been fenced specifically to exclude livestock from riparian habitat. Livestock would continue to be excluded from these areas.	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 545 acres of Isolated Tracts have been fenced specifically to exclude livestock from riparian habitat. Livestock would continue to be excluded from these areas.	Nine miles of streambank along the Little Wood River have been fenced to exclude livestock. 545 acres of Isolated Tracts have been fenced specifically to exclude livestock from riparian habitat. Livestock would continue to be excluded from these areas.	
	Isolated Tracts containing substantial woody riparian vegetation are among the 87 included in the Isolated Tracts HMP.	Isolated Tracts containing substantial woody riparian vegetation are among the 21 included in the Isolated Tracts HMP.	Isolated Tracts presently or potentially containing substantial riparian habitat are among the 92 included in the Isolated Tracts HMP.	Isolated Tracts presently or potentially containing substantial riparian habitat are among the 128 included in the Isolated Tracts HMP.	
		Brush areas important to wildlife would be given priority for fire suppression.	Brush areas important to wildlife would be given priority for fire suppression.	Brush areas important to wildlife would be given priority for fire suppression.	
	Artificial nest structures would be placed for the ferruginous hawk, a candidate threatened species.	Artificial nest structures would be placed for the ferruginous hawk, a candidate threatened species.	Artificial nest structures would be placed for the ferruginous hawk, a candidate threatened species.	Artificial nest structures would be placed for the ferruginous hawk, a candidate threatened species.	
	The 87 Isolated Tracts would be maintained in habitat suitable to the Swainson's Hawk, a candidate threatened species.	The 21 Isolated Tracts would be maintained in habitat suitable to the Swainson's Hawk, a candidate threatened species.	The 92 Isolated Tracts would be maintained in habitat suitable to the Swainson's Hawk, a candidate threatened species.	The 128 Isolated Tracts would be maintained in habitat suitable to the Swainson's Hawk, a candidate threatened species.	

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
WILDLIFE HABITAT (Cont.)	Artificial nest structures would be placed on some of the 87 Isolated Tracts to benefit the burrowing owl, a sensitive species.	Artificial nest structures would be placed on some of the 21 Isolated Tracts to benefit the burrowing owl, a sensitive species. Some burrowing owl habitat would be transferred from Federal ownership and converted to agriculture. This would be detrimental to the burrowing owl.	Artificial nest structures would be placed on some of the 92 Isolated Tracts to benefit the burrowing owl, a sensitive species. Some burrowing owl habitat would be transferred from Federal ownership and converted to agriculture. This would be detrimental to the burrowing owl.	Artificial nest structures would be placed on some of the 128 Isolated Tracts to benefit the burrowing owl, a sensitive species.	
	Habitat of the Shoshone sculpin, a candidate endangered species, and Bliss Rapids snail, a candidate endangered species, would not receive the special management protection provided by ACEC designation.	Habitat of the Shoshone sculpin, a candidate endangered species, and Bliss Rapids snail, a candidate endangered species, would receive special management attention provided by ACEC designation.	Habitat of the Shoshone sculpin, a candidate endangered species, and Bliss Rapids snail, a candidate endangered species, would receive special management attention provided by ACEC designation.	Habitat of the Shoshone sculpin, a candidate endangered species, and Bliss Rapids snail, a candidate endangered species, would receive special management attention provided by ACEC designation.	
MINERALS	340 acres of existing material sites and 2,560 acres of possible mineral material sites would be available for transfer from public ownership.	620 acres of existing material sites and 3,543 acres of possible mineral material sites would be available for transfer from public ownership.	540 acres of existing material sites and 2,623 acres of possible mineral material sites would be available for transfer from public ownership.	220 acres of possible mineral material site would be available for transfer from public ownership.	No change from D.
			Mineral material use would be prohibited on 1,264 acres within the proposed Dry Cataracts National Natural Landmark.	Mineral material use would be prohibited on 1,264 acres within the proposed Dry Cataracts National Natural Landmark.	
	All mineral in character lands would be retained in public ownership.	All mineral in character lands would be retained in public ownership.	All mineral in character lands would be retained in public ownership.	All mineral in character lands would be retained in public ownership.	

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
MINERALS (Cont.)		Oil, gas, and geothermal exploration would be restricted if the recommended 67,989 acres are designated wilderness. These areas would also be closed to new mining claims.	Oil, gas, and geothermal exploration would be restricted if the recommended 87,902 acres are designated wilderness. These areas would also be closed to new mining claims.	Oil, gas, and geothermal exploration would be restricted if the recommended 154,015 acres are designated wilderness. These areas would also be closed to new mining claims.	
		Surface occupancy would be restricted on 9,554 acres in areas of geologic interest and ACECs.	Surface occupancy would be restricted on 7,669 acres in areas of geologic interest and ACECs.	Surface occupancy would be restricted on 14,261 acres in areas of geologic interest and ACECs.	
				2,240 acres of mineral in character lands would be withdrawn from mineral entry and leasing.	
LANDS FOR LOCAL AND STATE GOVERNMENTS AND OTHER NEEDS	These needs would be considered on a case-by-case basis subject to applicable environmental review procedures unless specifically excluded in the plan.	These needs would be considered on a case-by-case basis subject to applicable environmental review procedures unless specifically excluded in the plan.	These needs would be considered on a case-by-case basis subject to applicable environmental review procedures unless specifically excluded in the plan.	These needs would be considered on a case-by-case basis subject to applicable environmental review procedures unless specifically excluded in the plan.	No change from D.
OFF-ROAD VEHICLES (ORVs)	Lands in the Lake Walcott area would be open to ORV use.	68,339 acres would be closed to ORV use.	90,103 acres would be closed to ORV use.	156,226 acres would be closed to ORV use.	No change from D.
	450 acres would be closed to ORV use.	ORV use would be limited on 2,240 acres in the Lake Walcott area.	ORV use would be limited on 2,680 acres. This includes 2,240 acres in the Lake Walcott area.	ORV use would be limited on 3,034 acres. This includes 2,240 acres in the Lake Walcott area.	
	ORV use would be limited on 354 acres.				
	Specific ORV use areas would not be established but could be considered in areas where not specifically excluded in the plan.	Specific ORV use areas would not be established but could be considered in areas where not specifically excluded in the plan.	Specific ORV use areas would not be established but could be considered in areas where not specifically excluded in the plan.	Specific ORV use areas would not be established but could be considered in areas where not specifically excluded in the plan.	

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
RECREATION	One special recreation management area (SRMA) would be managed for intensive recreation use. This area is covered by an existing recreation activity management plan (RAMP).	Three SRMAs would be managed for intensive recreation use. A RAMP would be prepared for each.	Three SRMAs would be managed for intensive recreation use. A RAMP would be prepared for each.	Three SRMAs would be managed for intensive recreation use. A RAMP would be prepared for each.	No change from D.
	No unique areas would be given special protection.	The Vineyard Creek and Box Canyon/Blueheart Springs areas would be designated ACECs to focus management attention on special values.	The Vineyard Creek and Box Canyon/Blueheart Springs areas would be designated ACECs to focus management attention on special values.	The Vineyard Creek and Box Canyon/Blueheart Springs areas would be designated ACECs to focus management attention on special values.	
			Geologic formations associated with the Bonneville Flood on 1,159 acres within the proposed Dry Cataracts National Natural Landmark would be protected from human disturbance that would degrade their naturalness.	Geologic formations associated with the Bonneville Flood on 1,159 acres within the proposed Dry Cataracts National Natural Landmark would be protected from human disturbance that would degrade their naturalness.	
		9,321 acres would be designated Areas of Geologic Interest to be managed for protection of unique geologic formations. A cave management plan would be prepared to guide management of the areas.	6,996 acres would be designated Areas of Geologic Interest to be managed for protection of unique geologic formations. A cave management plan would be prepared to guide management of the areas.	13,578 acres would be designated Areas of Geologic Interest to be managed for protection of unique geologic formations. A cave management plan would be prepared to guide management of the areas.	
CULTURAL RESOURCES	450 acres in the Devil's Corral and Vineyard Creek area would be closed to ORV use to protect resources, including cultural resources.	345 acres in Devil's Corral would be closed to ORV use to protect resources, including cultural resources.	345 acres in Devil's Corral would be closed to ORV use to protect resources, including cultural resources.	345 acres in Devil's Corral would be closed to ORV use to protect resources, including cultural resources.	No change from D.

TABLE 2-1 (Cont.)

SUMMARY OF ISSUES ADDRESSED IN EACH ALTERNATIVE

Issue	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
CULTURAL RESOURCES (Cont.)		ORV use would be limited on 2,240 acres in the Cedar Fields area to protect resources, including cultural resources.	ORV use would be limited on 2,240 acres in the Cedar Fields area to protect resources, including cultural resources.	ORV use would be limited on 2,240 acres in the Cedar Fields area to protect resources, including cultural resources.	
		Surface disturbance in fire suppression would be limited on 2,585 acres to protect cultural resources.	Surface disturbance in fire suppression would be limited on 2,585 acres to protect cultural resources.	Surface disturbance in fire suppression would be limited on 2,585 acres to protect cultural resources.	
		Four Cultural Resource Management Plans would be prepared.	Four Cultural Resource Management Plans would be prepared.	Four Cultural Resource Management plans would be prepared.	

TABLE 2-2

COMPARISON OF MULTIPLE USE AND TRANSFER AREAS

Multiple Use or Transfer Area	Alternative A (Acres)	Alternative B (Acres)	Alternative C (Acres)	Alternative D 1/ (Acres)
M1 Moderate Use	/980,463/	/828,400/	/826,577/	/788,756/
L1 WSA Recommended Suitable	---	67,889	87,902	154,015
L2 Great Rift WSA	179,990	179,990	179,990	179,990
L3 Sand Butte ORV Closure	---	---	1,751	1,751
L4 ACEC-Substation Tract	---	-	440	440
L5 ACEC-Silver Sage Playa	---	---	-	10
L6 ACEC-Vineyard Creek	---	105	105	105
L7 ACEC-Box Canyon/Blueheart Springs	---	128	128	128
L8 Little Wood River SRMA	---	2,787	2,787	3,061
L9 Snake River Rim SRMA	4,515	4,135	5,102	15,617
Sub-area L9a ORV Closed	(450) 2/	(345) 2/	(345) 2/	(345) 2/
Sub-area L9b ORV Limited	(354) 2/	---	-	(354) 2/
Sub-area L9c Area of Geologic Interest	---	---	---	(819) 2/
Sub-area L9d Dry Cataracts Protection Zone	---	---	(814) 2/	(460) 2/
Sub-area L9e Isolated Tracts	---	---	(374) 2/	(534) 2/
L10 Cedar Fields SRMA	-	2,240	2,240	2,240
Sub-area L10a Seasonal ORV Limitation	---	---	(395) 2/	---
L11 Isolated Tracts	10,563	3,700	10,551	14,884
L12 Areas of Geologic Interest	---	9,321	6,996	13,578
Subtotal of Limited Use Areas	/195,068/	/270,295/	/297,992/	/385,819/
T1 Transfer	3,200	35,699	20,538	1,385
T2 Transfer-Agricultural Entry	---	44,337	29,873	3,029
T3 Jerome County Canyon Rim Transfer	258	258	258	---
T4 Bureau of Reclamation Transfer	---	---	3,751	---
Subtotal of Transfer Areas	/ 3,458/	/ 80,294/	/ 54,420/	/ 4,414/
Total Multiple Use or Transfer Areas	1,178,989	1,178,989	1,178,989	1,178,989

1/ Sub-Alternative D is not listed since there would be no change from the information listed in Alternative D.
2/ The acres listed for areas L9 and L10 include the acres in the sub-areas.

TABLE 2-3

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Unless specifically stated otherwise, all effects are long term effects. Long term is 20 years, short term is 5 years.
Indicated changes are changes from present levels.
Since a suitability recommendation for the Great Rift WSA is outside of the scope of this RMP, the effects listed in this table do not include effects of the Great Rift if designated by Congress.
This table is a summary. For more information, refer to Chapter 4, Environmental Consequences.

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
FIRE MANAGEMENT	Changes in number of fires and acres burned would be averages measured on a long-term basis. The actual figures vary greatly from year to year.				
	81 fires annually 34,000 acres burned annually	80 fires annually - 1% 32,300 acres burned annually - 5%	81 fires annually 34,000 acres burned annually 0%	81 fires annually 36,040 to 36,380 acres burned annually +6% to 7%	122 fires annually+50% 68,000 or more acres burned annually +100% or more.
				Additional costs to keep outside man-caused fires from entering the Shale Butte WSA would average $35,000 annually.	
WILDLIFE	All effects on wildlife are shown as long term (20 years) effects. Fifty percent of the effect will occur in the short term (years 1 through 5) with the other 50 percent occurring over the long term (6 to 20 years). The figures indicate deviations from present populations, both in absolute numbers and in percent change.				
Bliss Rapids Snail (Candidate Endangered Species)	Possible long term loss of population due to lack of habitat protection emphasis.	ACEC designation would place management emphasis on long term protection of the habitat. Populations would be maintained.	Same as B.	Same as B.	Same as B.
Ferruginous Hawk (Candidate Threatened Species)	Population increase of unknown magnitude would be expected from placement of artificial nest structures.	Population increase of unknown magnitude would be expected from placement of artificial nest structures.	Population increases of unknown magnitude would be expected from placement of artificial nest structures.	Population increases of unknown magnitude would be expected from placement of artificial nest structures.	Many historical nest sites would once again be suitable because of less disturbance from grazing animals and associated human activities. Substantial population increase--perhaps 10 to 30 pairs.
		Good potential sites for nest structures would be protected from disturbing influences of future developments in the Little Deer WSA.	The only known nest site plus good potential sites for nest structures would be protected from disturbing influences of future developments in the Sand Butte and Raven's Eye WSAs.	The only known nest site plus good potential sites for nest structures would be protected from disturbing influences of future developments in the Sand Butte, Raven's Eye, Little Deer, and Bear Den Butte WSAs.	

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
WILDLIFE (Cont.)					
Swainson's Hawk (Candidate threatened species)	Unknown population increases would be expected. Long term protection of 87 potential nest sites.	Unknown population increases would be expected. Long term protection of 21 potential nest sites.	Unknown population increases would be expected. Long term protection of 92 potential nest sites.	Unknown population increases would be expected. Long term protection of 128 potential nest sites.	No change from D.
Burrowing Owls (Sensitive Species)	Present 140 pairs Long Term 154 +10%	Present 140 pairs Long Term 135 - 4%	Present 140 pairs Long Term 148 + 6%	Present 140 pairs Long Term 161 +15%	No change from D.
Shoshone Sculpin (Candidate Endangered Species)	Possible long term loss of population due to lack of habitat protection emphasis.	ACEC designation would place management emphasis on long term protection of the habitat. Populations would be maintained.	Same as B.	Same as B.	Same as B.
Pheasants	Present 50,000 birds Long Term 55,200 +10%	Present 50,000 birds Long Term 50,240 0%	Present 50,000 birds Long Term 56,600 +13%	Present 50,000 birds Long Term 66,900 +34%	Present 50,000 birds Long Term 65,300 +31%
Gray Partridge	Present 8,300 birds Long Term 9,170 +10%	Present 8,300 birds Long Term 8,340 0%	Present 8,300 birds Long Term 9,400 +13%	Present 8,300 birds Long Term 11,100 +34%	Present 8,300 birds Long Term 10,840 +31%
Sage Grouse	Population fluctuates widely from about 1,000 to 17,000 birds.	Long Term + 1.5 %	Long Term + 1 %	Long Term + 10 %	Long Term - 20 % due to loss of brush from increased wildfire.
Pronghorn	Present 615 animals Long Term 641 + 4%	Present 615 animals Long Term 560 - 9%	Present 615 animals Long Term 604 - 2%	Present 615 animals Long Term 852 +39%	Present 615 animals Long Term 752 +22%
Mule Deer	Present 400 animals Long Term 417 + 4%	Present 400 animals Long Term 358 - 11%	Present 400 animals Long Term 398 - 1%	Present 400 animals Long Term 523 +31%	Present 400 animals Long Term 400 resident animals. 0% However, loss of 200 head from wintering herd due to loss of brush - increased burned acreage.
Hybrid Trout	Possible long term loss of population due to lack of habitat protection emphasis.	ACEC designation would place management emphasis on long term protection of the habitat. Populations would be maintained.	Same as B.	Same as B.	Same as B.

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
WILDLIFE (Cont.)					
Non-Game Birds	Present 99,000 pairs Long Term 100,900 + 2%	Present 99,000 pairs Long Term 91,900 - 7%	Present 99,000 pairs Long Term 95,800 - 3%	Present 99,000 pairs Long Term 106,800 + 8%	Present 99,000 pairs Long Term 96,000 - 3%
GRAZING MANAGEMENT	Approximately 907,511 acres in grazing allotments	Approximately 841,751 acres in grazing allotments. Loss of allotted acreage is due to land transfers and other uses.	Approximately 858,043 acres in grazing allotments. Loss of allotted acreage is due to land transfers and other uses.	Approximately 905,246 acres in grazing allotments. Loss of allotted acreage is due to land transfers and other uses.	No livestock grazing.
Proposed Active Preference	97,562 AUMs	149,977 AUMs	142,879 AUMs	59,111 AUMs	
Proposed Stocking Rate	9.3 acres/AUM	5.6 acres/AUM	6.0 acres/AUM	15.3 acres/AUM	
Effects from land transfers					
--AUMs lost	330	13,168	9,432	157	
--Number of Allotments Significantly Affected	4	44	34	---	
--Number of Permittees Significantly Affected	4	74	56	---	
--Number of Allotments Entirely Transferred	4	29	21	---	
			Use of vehicles for grazing management would be restricted on 12 miles of jeep trails. Water hauling on 7 miles of jeep trails may be restricted.	Use of vehicles for grazing management would be restricted on 12 miles of jeep trails.	
	The relatively small amount of estimated conversion of sheep AUMs to cattle AUMs would result in an increase in nonuse as the sheep industry continues to decline.	The estimated conversion of sheep AUMs to cattle AUMs would result in a reduction in nonuse attributable to the continued decline of the sheep industry.	The estimated conversion of sheep AUMs to cattle AUMs would result in a reduction in nonuse attributable to the continued decline of the sheep industry.	The estimated conversion of sheep AUMs to cattle AUMs would result in a reduction in nonuse attributable to the continued decline of the sheep industry.	

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
GRAZING MANAGEMENT (Cont.)	Livestock grazing levels are low enough that grazing use displaced by wildfire could generally be shifted to another area with essentially no loss of use to the livestock operators.	Average 5,768 AUMs lost annually for at least a year after wildfire. At the stocking rate of this alternative there would be no shifting of use to other areas.	Average 5,667 AUMs lost annually for at least a year after wildfire. At the stocking rate of this alternative there would be no shifting of use to other areas.	Livestock grazing levels are low enough that grazing use displaced by wildfire could generally be shifted to another area with essentially no loss of use to the livestock operators.	
VEGETATION					
Trend					
Downward	5%	4%	4%	1%	1%
Stable	74%	77%	76%	75%	75%
Upward	21%	19%	20%	24%	24%
Condition					
Poor	70%	63%	68%	69%	64%
Fair	8%	8%	8%	8%	13%
Good	2%	2%	2%	3%	3%
Seeded	20%	27%	22%	20%	20%
		440 acres of a relict range site would be transferred from Federal ownership and converted to farmland. Loss of this relict would be significant since this area is highly valuable. It is the only known remaining relict of its condition and size in the Shoshone District.	440 acres of a relict range site would be given ACEC status to preserve the natural values for study. This area is highly valuable. It is the only known remaining relict of its condition and size in the Shoshone District.	450 acres of a relict range site would be given ACEC status to preserve the natural values for study. 440 acres are highly valuable because it is the only known remaining relict of its condition and size in the Shoshone District.	No change from D.
THREATENED AND ENDANGERED PLANTS	No effects on threatened and endangered plants.	Picabo milkvetch may be affected by proposed land treatments. U.S. Fish and Wildlife Service will be consulted prior to any treatment.	Picabo milkvetch may be affected by proposed land treatments. U.S. Fish and Wildlife Service will be consulted prior to any treatment.	No effects on threatened and endangered plants.	Increased wildfire should not be detrimental to the Picabo milkvetch and may actually favor the species.

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
LANDS		Land uses restricted to those compatible with wilderness management on 67,889 acres. For example, closed to ORVs, no utility developments.	Land uses restricted to those compatible with wilderness management on 87,902 acres. For example, closed to ORVs, no utility developments.	Land uses restricted to those compatible with wilderness management on 154,015 acres. For example, closed to ORVs, no utility developments.	No change from D.
	Lands activities limited to those not involving motor vehicle use on 450 acres. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain the developments.	Lands activities limited to those not involving motor vehicle use on 450 acres in addition to the wilderness acres above. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain the developments.	Lands activities limited to those not involving motor vehicle use on 2,201 acres in addition to the wilderness acres above. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain the developments.	Lands activities limited to those not involving motor vehicle use on 2,211 acres in addition to the wilderness acres above. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain the developments.	No change from D.
	3,458 acres available for transfer. Includes no Carey Act or DLE applications.	80,294 acres available for transfer including: 5,330 acres of DLE applications and 38,180 acres of Carey Act applications.	54,420 acres available for transfer including: 2,155 acres of DLE applications and 24,415 acres of Carey Act applications.	4,414 acres available for transfer including: 3,109 acres of DLE applications.	No change from D.
	DLE applications on 5,570 acres would not be allowed because they are in a retention category.	DLE applications on 240 acres would not be allowed because they are in a retention category.	DLE applications on 3,415 acres would not be allowed because they are in a retention category or are included in the Bureau of Reclamation Minidoka Irrigation Project.	DLE applications on 2,461 acres would not be allowed because they are in a retention category.	No change from D.
	Carey Act applications on 38,420 acres would not be allowed because they are in a retention category.	Carey Act applications on 240 acres would not be allowed because they are in a retention category.	Carey Act applications on 14,005 acres would not be allowed because they are in a retention category.	Carey Act applications on 38,420 acres would not be allowed because they are in a retention category.	No change from D.

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
WILDERNESS					
WSAs Recommended Suitable	No WSAs recommended suitable for wilderness designation.	If designated wilderness, the wilderness character would be maintained on 67,889 acres. Includes portions of the Raven's Eye and Little Deer WSAs.	If designated wilderness, the wilderness character would be maintained on 87,902 acres. Includes the Raven's Eye and Sand Butte WSAs.	If designated wilderness, the wilderness character would be maintained on 154,015 acres. Includes all six WSAs.	No change from Alternative D except that there will be no livestock management. Therefore, motor vehicle use for livestock management would not take place. Slight beneficial effect on solitude.
		Possible adverse effects from ORV use would be prevented. This is a minor benefit to maintaining wilderness character since ORV use in the WSAs is light and effects from ORV use are minimal. Wilderness character protected from the effects of new mining claim and lease development. All WSAs have unknown mineral potential. Solitude slightly adversely affected by motor vehicle use for livestock mangement.	Possible adverse effects from ORV use would be prevented. This is a minor benefit to maintaining wilderness character since ORV use in the WSAs is light and effects from ORV use are minimal. Wilderness character protected from the effects of new mining claim and lease development. All WSAs have unknown mineral potential. Solitude slightly adversely affected by motor vehicle use for livestock management.	Possible adverse effects from ORV use would be prevented. This is a minor benefit to maintaining wilderness character since ORV use in the WSAs is light and effects from ORV use are minimal. Wilderness character protected from the effects of new mining claim and lease development. All WSAs have unknown mineral potential. Solitude slightly adversely affected by motor vehicle use for livestock management.	
			Road maintenance to aid fire management would slightly enhance naturalness in Raven's Eye and Sand Butte WSAs by keeping some fires smaller.	Road maintenance to aid fire management would slightly enhance naturalness in the WSAs by keeping some fires smaller.	
				Increased traffic on maintained boundary roads may adversely affect solitude slightly.	

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
WILDERNESS (Cont.)					
WSAs Recommended Suitable (Cont.)		Wilderness management plan will include fire management stipulations. Heavy equipment use for fire suppression will be restricted to minimize adverse effects on wilderness character. Some fires may be allowed to burn to help maintain fire-dependent ecosystems.	Wilderness management plan will include fire management stipulations. Heavy equipment use for fire suppression will be restricted to minimize adverse effects on wilderness character. Some fires may be allowed to burn to help maintain fire-dependent ecosystems.	Protection of Shale Butte WSA from fire would benefit naturalness; more natural vegetation. Wilderness management plan will include fire management stipulations. Heavy equipment use for fire suppression will be restricted to minimize adverse effects on wilderness character. Some fires may be allowed to burn to help maintain fire-dependent ecosystems.	
WSAs Recommended Nonsuitable	Wilderness character possibly adversely affected on 154,015 acres. Adverse effects from ORV use may occur. ORV use is presently light in the WSAs and effects on wilderness character are minimal. However, projected increases in ORV use could begin to affect wilderness character significantly in the long term. Wilderness character could be adversely affected by new mining claim and lease development. All WSAs have unknown mineral potential.	Wilderness character possibly adversely affected on 86,126 acres. Adverse effects from ORV use may occur. ORV use is presently light in the WSAs and effects on wilderness character are minimal. However, projected increases in ORV use could begin to affect wilderness character significantly in the long term. Wilderness character could be adversely affected by new mining claim and lease development. All WSAs have unknown mineral potential.	Wilderness character possibly adversely affected on 66,113 acres. Adverse effects from ORV use may occur. ORV use is presently light in the WSAs and effects on wilderness character are minimal. However, projected increases in ORV use could begin to affect wilderness character significantly in the long term. Wilderness character could be adversely affected by new mining claim and lease development. All WSAs have unknown mineral potential.	All WSAs recommended suitable for wilderness designation.	No change from D.

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
WILDERNESS (Cont.)					
WSAs Recommended Nonsuitable (Cont.)	Solitude slightly adversely affected by motor vehicle use for livestock management.	Solitude slightly adversely affected by motor vehicle use for livestock management.	Solitude slightly adversely affected by motor vehicle use for livestock management.		
	Heavy equipment use for fire suppression may adversely affect wilderness characteristics slightly.	Heavy equipment use for fire suppression may adversely affect wilderness characteristics slightly.	Heavy equipment use for fire suppression may adversely affect wilderness characteristics slightly.		
		Slight beneficial effect on naturalness in Shale Butte WSA due to smaller fires.	Slight beneficial effect on naturalness in Shale Butte WSA due to smaller fires.		
		11 miles of new road and a new well would adversely affect solitude on 7,000 acres and naturalness on 50 acres. More even livestock distribution from new well and pipeline would have slight beneficial effect on naturalness. 500 acre seeding to non-native grass species would have a slight adverse effect on naturalness.			
NATURAL HISTORY	Possible adverse effects from public exposure through increased access to unique, fragile geologic formations contained in areas of geologic interest covering 16,836 acres. The geologic formations in 10,254 acres of this are highly valuable	The highly valuable geologic formations in 10,254 acres as described at left would be protected from possible adverse effects of public exposure. 9,321 acres would be protected by closely examining future projects to avoid improving	The highly valuable geologic formations in 10,254 acres as described at left would be protected from possible adverse effects of public exposure. 6,996 acres would be protected by closely examining future projects to avoid improving	Fragile, unique formations would be would be protected from possible adverse effects of public exposure by assuring that access to the formations is not improved. Applies to all 16,836 acres of areas of geologic interest.	No change from D.

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
NATURAL HISTORY (Cont.)	because of their undisturbed condition.	access to the formations. No surface occupancy associated with lease development would be allowed within 250 feet of fragile geologic formations or caves. 933 acres would be within a wilderness study area recommended suitable for designation.	access to the formations. No surface occupancy associated with lease development would be allowed within 250 feet of fragile geologic formations or caves. 3,258 acres would be within wilderness study areas recommended suitable for designation.	13,578 acres would be protected by closely examining future projects to avoid improving access to the formations. No surface occupancy associated with lease development would be allowed within 250 feet of fragile geologic formations or caves. 3,783 acres would be within wilderness study areas recommended suitable for designation.	
	Geologic formations associated with the Bonneville Flood in the proposed Dry Cataracts National Natural Landmark Area could be harmed by removal of alluvial gravel deposits. Many material sites exist in the near vicinity and the area is within the zone of potential materials sources.	Geologic formations associated with the Bonneville Flood in the proposed Dry Cataracts National Natural Landmark Area could be harmed by removal of alluvial gravel deposits. Many material sites exist in the near vicinity and the area is within the zone of potential materials sources.	Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, within the proposed Dry Cataracts National Natural Landmark Area would be protected from human disturbances that would degrade their naturalness. Sale or free use of mineral materials would be prohibited.	Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, within the proposed Dry Cararacts National Natural Landmark Area would be protected from human disturbances that would degrade their naturalness. Sale or free use of mineral materials would be prohibited.	
	No special attention would be given to protection of natural history values in Box Canyon when considering resource use proposals.	Natural history values in Box Canyon would be protected by close examination of resource use proposals.	Natural history values in Box Canyon would be protected by close examination of resource use proposals.	Natural history values in Box Canyon would be protected by close examination of resource use proposals.	

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

<table>
<tr><th>Affected Resource Use</th><th>Alternative A</th><th>Alternative B</th><th>Alternative C</th><th>Alternative D</th><th>Sub-Alternative No Grazing</th></tr>
<tr><td>CULTURAL RESOURCES</td><td colspan="5">The following restrictions will protect cultural resources from inadvertant disturbance associated with vehicle or machine use and/or the hazards associated with increased public use, such as illegal collection of artifacts. The restricted areas are broken into high density and low density cultural resource occurrence areas as discussed in Chapter 3. Although the exact location, density, and significance of cultural resources is not known, it is expected that the more acres of high density occurrence areas where the following limitations apply, the greater the benefit to cultural resources. Limitations on low density occurrence areas are less important to cultural resources.</td></tr>
<tr><td></td><td>ORV Closed-- 450 acres All 450 acres of this closure are in high density occurrence areas.</td><td>ORV Closed--69,470 acres 5,550 acres of this closure are in high density occurrence areas.</td><td>ORV Closed--90,103 acres 5,550 acres of this closure are in high density occurrence areas.</td><td>ORV Closed--156,226 acres 9,955 acres of this closure are in high density occurrence areas.</td><td>No change from D.</td></tr>
<tr><td></td><td>ORV Limited-- 354 acres All 354 acres of this limitation are high density occurrence areas.</td><td>ORV Limited--2,240 acres All 2,240 acres of this limitation are high density occurrence areas.</td><td>ORV Limited--2,680 acres 2,240 acres of this limitation are high density occurrence areas.</td><td>ORV Limited--3,034 acres 2,594 acres of this limitation are high density occurrence areas.</td><td>No change from D.</td></tr>
<tr><td></td><td></td><td>Limited Disturbance-- 78,120 acres 7,685 acres of this limitation are in high density occurrence areas. Limited disturbance means limited use of heavy equipment for fire suppression.</td><td>Limited Disturbance-- 97,483 acres 7,685 acres of this limitation are in high density occurrence areas. Limited disturbance means limited use of heavy equipment for fire suppression.</td><td>Limited Disturbance-- 170,997 acres 12,329 acres of this limitation are in high density occurrence areas. Limited disturbance means limited use of heavy equipment for fire suppression.</td><td>No change from D.</td></tr>
<tr><td>RECREATION</td><td colspan="5">For the purposes of Recreation Opportunity Spectrum (ROS), the portion of the Great Rift WSA in the Monument Planning Areas was included in acreages figures. Although the WSA has been recommended suitable for designation in a previous study and will not be analyzed in the Monument RMP, the acreage is included here to more accurately show opportunities available in the Monument Planning Area.
The figures indicate deviations from present use or acreage both in absolute numbers and in percent change.</td></tr>
<tr><td>ROS</td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Semi-Primitive Motorized</td><td>867,591 acres</td><td>791,702 acres - 9%</td><td>774,848 acres -11%</td><td>720,490 acres -17%</td><td>No change from D.</td></tr>
<tr><td>Roaded Natural</td><td>462,514 acres</td><td>427,514 acres - 8%</td><td>432,876 acres - 6%</td><td>455,600 acres - 1%</td><td>No change from D.</td></tr>
<tr><td>Primitive</td><td>191,120 acres</td><td>259,009 acres + 36%</td><td>279,022 acres +46%</td><td>345,135 acres +81%</td><td>No change from D.</td></tr>
<tr><td>Rural</td><td>538,215 acres</td><td>581,215 acres + 8%</td><td>572,694 acres + 6%</td><td>538,215 acres 0%</td><td>No change from D.</td></tr>
</table>

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
RECREATION (Cont.)					
Visitor Use Days					
Mule Deer Hunting	Present 3,670	Present 3,670	Present 3,670	Present 3,670	
	Short Term 9,050 +147%	Short Term 8,991 +145%	Short Term 8,879 +142%	Short Term 8,708 +137%	No change from D.
	Long Term 14,680 +300%	Long Term 14,643 +299%	Long Term 14,338 +291%	Long Term 13,317 +263%	No change from D.
Pheasant Hunting	Present 76,800	Present 76,800	Present 76,800	Present 76,800	
	Short Term 93,696 +22%	Short Term 89,184 +16%	Short Term 92,910 +21%	Short Term 95,232 +24%	No change from D.
	Long Term 144,384 +88%	Long Term 125,952 +64%	Long Term 141,240 +84%	Long Term 150,528 +96%	No change from D.
Gray Partridge Hunting	Present 21,000	Present 21,000	Present 21,000	Present 21,000	
	Short Term 26,250 +25%	Short Term 25,410 +21%	Short Term 26,040 +24%	Short Term 26,640 +27%	No change from D.
	Long Term 42,000 +100%	Long Term 38,640 +84%	Long Term 41,160 +96%	Long Term 42,840 +104%	No change from D.
Nature Study	Present 4,000	Present 4,000	Present 4,000	Present 4,000	
	Short Term 4,400 +10%	Short Term 4,460 +12%	Short Term 4,480 +12%	Short Term 4,560 +14%	No change from D.
	Long Term 5,600 +40%	Long Term 5,840 +46%	Long Term 5,920 +48%	Long Term 6,240 +56%	No change from D.
Cold Water Fishing	Present 34,470	Present 34,470	Present 34,470	Present 34,470	
	Short Term 39,641 +15%	Short Term 39,866 +16%	Short Term 39,866 +16%	Short Term 39,866 +16%	No change from D.
	Long Term 55,152 +60%	Long Term 56,052 +63%	Long Term 56,052 +63%	Long Term 56,052 +63%	No change from D.
ORV Use	Present 12,000	Present 12,000	Present 12,000	Present 12,000	
	Short Term 15,000 +25%	Short Term 14,990 +25%	Short Term 14,705 +23%	Short Term 14,000 +17%	No change from D.
	Long Term 24,000 +100%	Long Term 24,820 +107%	Long Term 23,820 +99%	Long Term 20,180 +68%	No change from D.
Float Boating	Present 3,000	Present 3,000	Present 3,000	Present 3,000	
	Short Term 6,000 +100%	Short Term 5,600 +87%	Short Term 6,000 +100%	Short Term 6,000 +100%	No change from D.
	Long Term 15,000 +400%	Long Term 13,400 +347%	Long Term 15,000 +400%	Long Term 15,000 +400%	No change from D.
Dispersed Recreation	Present 30,000	Present 30,000	Present 30,000	Present 30,000	
	Short Term 39,000 +30%	Short Term 39,200 +31%	Short Term 39,400 +31%	Short Term 40,200 +34%	No change from D.
	Long Term 66,000 +120%	Long Term 66,800 +123%	Long Term 67,600 +125%	Long Term 70,800 +136%	No change from D.
SOILS					
Average Erosion Rate	4.8 tons/acre/year	5.4 tons/acre/year +13%	5.2 tons/acre/year + 8%	4.1 tons/acre/year -15%	4.6 tons/acre/year - 4%
Severe Erosion Areas	36,509 acres	38,936 acres	39,248 acres	33,469 acres	43,555 acres
Reduced Soil Productivity	519 acres	19,712 acres	11,846 acres	837 acres	837 acres

TABLE 2 3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
MINERALS		Wilderness designation would prohibit new mining claims on 67,889 acres. Development of mineral leases could be restricted. These would be minor impacts since no significant mineral resources are known to occur in the areas. Minor restriction of mining activity on 2,240 acres of mineral in character land with ORV limitations. Minor restriction of mineral lease development in ACECs and areas of geologic interest with surface occupancy restrictions.	Wilderness designation would prohibit new mining claims on 87,902 acres. Development of mineral leases could be restricted. These would be minor impacts since no significant mineral resources are known to occur in the areas. Minor restriction of mining activity on 2,240 acres of mineral in character land with ORV limitations. Minor restriction of mineral lease development in ACECs and areas of geologic interest with surface occupancy restrictions.	Wilderness designation would prohibit new mining claims on 154,015 acres. Development of mineral leases could be restricted. These would be minor impacts since no significant mineral resources are known to occur in the areas. 2,240 acres of mineral in character land would be withdrawn from mineral entry, thus foregoing any future development of the known mineral resources. Minor restriction of mineral lease development in ACECs and areas of geologic interest with surface occupancy restrictions.	No change from D.
			Use of mineral materials would be prohibited on 1,264 acres of potential deposits in the Dry Cataracts National Natural Landmark.	Use of mineral materials would be prohibited on 1,264 acres of potential deposits in the Dry Cataracts National Natural Landmark.	
	340 acres of existing material site and 2,560 acres of possible material deposits would be lost by transfer. Loss of these material sources could cause hardship and higher costs for those who depend on them for mineral materials.	620 acres of existing material site and 3,543 acres of possible material deposits would be lost by transfer. Loss of these material sources could cause hardship and higher costs for those who depend on them for mineral materials.	540 acres of existing material site and 2,623 acres of possible material deposits would be lost be transfer. Loss of these material sources could cause hardship and higher costs for those who depend on them for mineral materials.	220 acres of possible material deposits would be lost by transfer. Loss of these material sources could cause hardship and higher costs for those who depend on them for mineral materials.	

TABLE 2-3 (Cont.)

COMPARATIVE SUMMARY OF CUMULATIVE EFFECTS

Affected Resource Use	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative No Grazing
MINERALS (Cont.)	Split estate problems caused by transfer could make mineral exploration more complicated, time-consuming, and expensive.	Split estate problems caused by transfer could make mineral exploration more complicated, time-consuming, and expensive.	Split estate problems caused by transfer could make mineral exploration more complicated, time-consuming, and expensive.	Split estate problems caused by transfer could make mineral exploration more complicated, time-consuming, and expensive.	
ECONOMIC CONDITIONS					
Total Annual Income Change	+ $2,000,000	+ $7,900,000	+ $6,000,000	+ $1,200,000	+ $600,000
Total Employment Change	+ 202	+ 676	+ 506	+ 173	+ 136
Annual Costs	$306,180	$476,600	$429,815	$408,905	$ 475,160

CHAPTER 3

AFFECTED ENVIRONMENT

INTRODUCTION

The Monument Planning Area lies on the Snake River plains of southcentral Idaho between the Snake River and the central Idaho mountains. It extends from Bliss on the west to American Falls on the east, and from the Snake River on the south to the Craters of the Moon National Monument on the north. The planning area is characterized by uniform, gently sloping lava plains that rise in elevation from 2,675 feet in the Snake River Canyon near Bliss to over 5,900 feet on North Laidlaw Butte near the Craters of the Moon National Monument.

The climate of the planning area is a modified continental type influenced by Pacific air masses with cold, snowy winters and hot, dry summers. Precipitation generally follows elevation with lower amounts of precipitation at lower elevations, and higher amounts at higher elevations. Most of the 9 to 16 inches of annual precipitation are received during late fall, winter, and spring, while the summers are typically very dry. Snow is common from December through February. Wind is also common throughout the area with speeds in excess of 25 mph frequent during the spring months. Air quality is generally excellent, although air stagnation periods cause localized air quality problems during late fall and winter.

Surface water is very limited in the planning area. The Snake River flows along the south of the planning area with the Little Wood River and a short stretch of the Big Wood River on the north. Other natural water sources are scarce and seasonal. Several irrigation canals cross public land in the southwest of the planning unit. Water developments scattered throughout the planning area, primarily for livestock water, are the only other sources of surface water. These are typically small pit-type structures that dry up by early July.

The entire planning area consists of basalt flows from numerous volcanic vents. Individual lava flows, such as the Craters of the Moon flow, are as recent as 2,270 years (Kuntz et al.). The topography is generally flat to rolling with gentle slopes, but many of the volcanic vents have formed buttes that lend local relief to the lava plains. Steep, rugged canyons and spectacular waterfalls occur along the Snake River where landforms were sculpted by flood waters from ancient Lake Bonneville. The overflow of Lake Bonneville cut vertical channels through the basalt, scoured some areas, and left deposits in other areas along the southern edge of the planning area.

North of the flood impact zone and south of the more recent lava flows, good soils occur that support agriculture. Rock outcrops are common on fringe areas where soils are shallower, but many areas are rock-free. Fifteen towns with populations under 10,000 people are associated with the larger tracts of farmland in this part of the planning area.

FIRE MANAGEMENT

A 30-year average of 81 wildfires per year has burned 34,000 acres each year in the planning area. Actual acreage burned each year has varied widely in the last 30 years from a few hundred acres to over 300,000 acres. Ignition sources are 70 percent man-caused and 30 percent lightning-caused. Most man-caused fires occur where State Highways 24, 26, and 46, and U.S. Highway 93 are adjacent to public lands. Areas of public lands along the Union Pacific Railroad (UPRR) tracks and the public lands north of the Snake River near Twin Falls also have a very high incidence of man-caused fires.

Most of the lightning-caused fires occur along two main storm tracks. Thunder storms generally enter the planning area near Twin Falls. One storm track moves northward parallel to U.S. Highway 93. A second storm track goes northeast from Twin Falls toward the south end of the Great Rift lava flow. Most dry lightning and lightning-caused fires occur along the edges of these storm tracks. Starts caused by lightning directly in the path of a given thunder storm are often rained out.

All of the planning area has the same priority for fire protection except for the Great Rift Management Area, which is in a limited suppression category. In multiple fire situations, the areas with the largest "big fire" potential and the highest potential for resource damage are given priority, as determined by value-at-risk in the Normal Fire Year Plan. See Appendix B for more information.

Fire Ecology

The influences of wildfire on the vegetation of the planning area are shown on Map 6. The planning area is divided into six zones that reflect the fire history, present vegetation, and management implications common to a given area. A description of each of these zones in given is Appendix B.

The areas most prone to burning are Zones 1 and 2 (477,790 acres). These areas have an average burning frequency of at least once every 15 years and one zone within this area (Zone 1A; 90,970 acres) has a fire frequency of every 10 years or less. Some of these frequently burned areas burn an average of once every five years. The most frequently burned areas are shown on Map 6.

Large burns have been common on the planning area since the early 1920s (Gerity 1969). Fire and heavy grazing during this period depleted the native vegetation and allowed the invasion of thousands of acres by cheatgrass. Cheatgrass is now a major component of the plant communities of 97 percent of the planning area (excluding new lava), or about 893,000 acres, and is the dominant plant species on about 24 percent of the planning area. Cheatgrass is highly flammable during the fire season (Hull 1965, Klemmedson and Smith 1964) and cheatgrass dominated communities have the capability to return to pre-burn plant compositions within two or three years after burning (Hull 1965). Observations in the most frequently burned areas of the Shoshone District indicate that cheatgrass communities can maintain their composition with fire frequencies of once every five years. However, annual burning can significantly reduce cheatgrass cover and frequency (Hull 1965; Young, Evans, and Robison 1972).

WILDLIFE

It is important to understand which factors have important effects on wildlife over most of the planning area and which do not. Wildlife habitat quality is currently subject to two major influences, largely beyond management control, that overwhelm other factors. These are: (1) frequent wildfires that destroy sagebrush and bitterbrush, and (2) subsequent domination of the habitat by cheatgrass, a species well-adapted to fire. Cheatgrass replaces valuable native grasses and forbs by out-competing them and increases the frequency of future wildfire, thereby seriously hampering the reestablishment of sagebrush and bitterbrush that are essential for so many species (See Appendix B and Map 6 for more details on fire ecology). This ecological situation combined with low precipitation (8 to 11 inches) and extreme scarcity of surface water (see Map 1) over most of the planning area renders the habitat marginal for most species. Only a few, notably the burrowing owl and long-billed curlew, appear to benefit from this habitat.

Another important factor influencing populations of big game and sage grouse is the loss of historical winter ranges *which has occurred* over the years through conversion of land along the southern portion of the planning area to agriculture (private lands on Map 1). In severe winters with deep snow, animals are not able to move as far south to regions of lower elevations, higher temperatures, and lesser snow accumulation as they did in pre-settlement years. Thus, the animals are forced to winter not only farther to the north, but also in the zone of most frequent wildfire where brush cover is severely limited.

Two other factors beyond management control have had impacts on pronghorn populations--disease and accidental death of animals struck by trains. Because the pronghorn population is low, periodic loss of animals to these causes can substantially set back the growth of the herd.

In comparison to the above factors which limit population sizes of many species in the planning area, several more classic factors do not have important effects. Particularly, forage availability to big game and sage grouse is not limited by grazing levels or season of use by livestock. Currently, the forage is available to support greater populations of these species if the factors listed above were not limiting. Consequently, change in grazing management is not an important management consideration at this time.

In conjuction with livestock management, the range improvements being considered in the alternatives are, in many cases, beneficial to wildlife. In providing seedings to replace cheatgrass and in supplying new sources of water, wildlife will profit.

Each species that is important in the planning area is discussed below and in Chapter 4. It will be helpful to keep the above information in mind while evaluating these sections.

Bald Eagle (Endangered)

Since 1979 between 0 and 37 bald eagles have been counted in winter along the Snake River, which forms the southern boundary to the planning area (see Map 7). Bald eagles roost and perch on private land in this district, whereas they forage on and along the river. They will not be affected by land use decisions in the RMP.

Bliss Rapids Snail (Candidate Endangered)

A population of the Bliss Rapids snail (new species and genus) has been found under cobbles beneath the large waterfall in Box Canyon *(Taylor 1982)*. This species is otherwise restricted to fast-flowing water in the Snake River below Salmon Falls Creek. The waterfall site is on private land, but the species could occur on public land within the canyon. The species requires a constant flow of water to survive. Creation of slack water or loss of water would destroy the population.

Given the similarity of habitats in Box Canyon and Vineyard Creek, it is conceivable that this species also occurs in Vineyard Creek at the base of the waterfalls below the outlet of Vineyard Lake.

Ferruginous Hawk (Candidate Threatened)

A single nest site is known in the planning area. Because they nest on the ground or on low outcrops and are very sensitive to disturbance at the nest early in the breeding season, current numbers are probably far below historic numbers. Ferruginous hawks will use artificial nest structures. Thus, the opportunity exists under all plan alternatives to increase the population.

Swainson's Hawk (Candidate Threatened)

No Swainson's hawk nest sites are known to exist on public land, but three sites have been located within 0.5 mile, and one within 1.5 miles, of public land. Groups of immature Swainson's hawk, numbering 10 to 70, move through the planning area in late summer. Thus, this species forages on public land, especially where agricultural land is nearby. Opportunities exist to increse the population through tree planting and providing artificial structures for nest sites, especially on Isolated Tracts near agricultural land.

Burrowing Owl (Sensitive)

Over 180 nest sites have been located on public land in the planning area and the breeding range is well defined (see Map 7). Burrowing owls are widespread in cheatgrass habitat where yellow-bellied marmots and badgers provide burrows. They occur more frequently where agricultural land and small patches of sagebrush are also available as foraging habitat. Nest sites in rock outcrops are most valuable because they are not easily destroyed. Over 20 nest sites have been destroyed by fire rehabilitation, plow and seed jobs, and by cattle trampling. The opportunity exists to increase owl numbers by providing artificial nest boxes, especially on Isolated Tracts, but also throughout the breeding range. Both wildfire and grazing provide the disturbed vegetation that this species prefers around the nest site.

Long-Billed Curlew (Sensitive)

Curlews are widely scattered in low numbers across the southern portion of the planning area on public land (see Map 7). This species prefers the short, disturbed vegetation that occurs over much of the area following grazing and wildfire. No limiting factors have been defined and there will be little or no effect on this species in any alternative.

Shoshone Sculpin *(Candidate Endangered)*

Populations of Shoshone sculpin were estimated to be 15,000 to 20,000 on public land in Box Canyon, and 20,000 in Blue Heart Springs *(Griffith 1981)* (see Map 7). These are the second and third largest known populations of the species and the largest known populations on public land. Habitat condition is excellent with populations completely filling the available habitat. Sculpin in Box Canyon are threatened by sedimentation from return irrigation flow, by soil disturbance in the canyon, and, most importantly, by potential diversion of water from the spring source on private land.

Ring-Necked Pheasant

Roughly 50,000 pheasants are believed to occur in the planning area where public lands and agricultural lands are adjacent. Habitat is good to excellent with public land providing winter and escape cover where sagebrush and pockets of riparian habitat occur. Good cover is especially important on isolated tracts of public land that provide the only cover in a local area dominated by agriculture. The protection of existing stands of sagebrush from wildfire and planned removal is needed to maintain and increase the population. The existing Isolated Tracts Habitat Management Plan (HMP) has the protection and creation of pheasant habitat as one of its main objectives.

Gray Partridge (Hungarian Partridge)

About 8,300 partridge are believed to occur in the planning area. Habitat requirements for this game bird are very similar to those for the ring-necked pheasant.

Sage Grouse

Sage grouse numbers have fluctuated between an estimated 1,000 to 17,000 birds since 1950. Currently, 350,000 acres of nesting habitat occur within a two-mile radius of known leks in the planning area (see Map 7). Existing breeding habitat is in good to excellent condition from the brush standpoint, but is lacking in forbs. Experimental prescribed burns are being conducted on 13,000 acres in this habitat to increase forb production. Winter habitat (see Map 7) is in excellent condition due to the extensive area of dense sagebrush cover. Much of the historic breeding range between State Highway 75 and the Milner-Gooding Canal has been destroyed by recurring wildfire. This habitat could be restored if the brush would be protected until it again reaches the required height and density for sage grouse. Rapid suppression of wildfire is essential to preserving the remaining sage grouse habitat and to increasing brush cover in recently burned areas.

Pronghorn

An estimated 615 pronghorn occur widely in the planning area. Much of the current summer and fall habitat is of marginal quality due to a shortage of forbs and lack of water. Much of the winter range (see Map 7) is also marginal due to the loss of brush to recurring wildfires and the historic progressive loss of winter range to agriculture and urban development. Further, the winter range outlined (see map 7) is used mainly in typical or average winters. In severe winters with deeper snow, such as 1981-1982 and 1983-1984, pronghorn are forced farther south into even poorer habitat along the fringes of agricultural land. Water development, forb seedings, and the protection and increase of brush in the winter range is needed to increase populations.

Mule Deer

About 400 resident mule deer are estimated to occur in the planning area. These animals are widely scattered in low numbers. Year-round habitat for mule deer is generally marginal. This is because of climate and topography; thus, there is little or no potential for increasing numbers of resident deer. An estimated 1,600 mule deer winter in the planning area (see Map 7). Winter habitat is generally good due to the availability of sagebrush, rabbitbrush, and bitterbrush, as well as the cover provided by the topographic relief in the lava flows. The winter range outlined (see Map 7) is used only in typical winters. In more severe winters, such as 1981-1982 and 1983-1984, deer are forced farther south into poorer habitat along the edges of agricultural lands. Conversely, in unusually mild winters, such as 1976-1977, most deer may remain at higher elevations. Protection of brush in winter range from wildfire is needed to maintain this herd.

Hybrid Cutthroat/Rainbow Trout

Vineyard Creek *provides the main* known spawning habitat for a unique *strain of fall-spawning hybrid rainbow cutthroat* trout (see Map 7). Population size is unknown. The habitat is presently threatened by sedimentation from irrigation return flow that crosses public land above the canyon (Thomas 1980).

Non-Game Species

An estimated 99,000 pairs of non-game birds from 73 species nest in the planning area, whereas at least 167 species use the area at some time during the year. Numbers and diversity of breeding birds are greatest in diverse habitats with a mature sagebrush component. Protection of these habitats from wildfire is necessary. Numbers and diversity of non-game birds is taken to be an indication of the status of other non-game groups such as reptiles and small mammals.

Riparian Habitat

Riparian habitat is very scarce in the planning area because of climate, topography, and soils. About nine miles of streambank along the Little Wood River, the only substantial riparian zone, were fenced between 1975 and 1983 to protect existing riparian habitat and allow the recovery of vegetation all along this reach. Nearly all public land along the Little Wood River is now protected.

There are numerous small patches of riparian habitat, many less than one acre, along irrigation canals, the Snake River, natural playas, and reservoirs across the planning area. The most important of these have already been fenced to protect them from grazing. *For example, Star Lake, a diverse wetland with surface water, has been fenced and a steady supply of water has been secured. Star Lake has over 60 acres of emergent aquatic vegetation as well as large trees. A 100-acre wetland in the Norland Allotment was fenced in 1983 as part of the wildlife Isolated Tracts program. Two other high-quality wildlife Isolated Tracts, occurring along irrigation canals, have also been fenced to protect over a mile of existing riparian vegetation. Through cooperative agreements with private individuals, riparian habitat by Wilson and Goose lakes has been protected. In all, 545 acres of Isolated Tracts have been fenced specifically to exclude livestock from riparian areas.* All Isolated Tracts with significant riparian habitat are to be retained in all alternatives. *On those tracts, fencing will proceed as funding allows to further protect riparian zones where needed. Where native vegetation is not adequate, especially woody species, shrubs and trees will be planted to speed habitat succession.*

Isolated Tracts

Currently, 87 tracts of land totalling 10,563 acres are being managed under the Shoshone Isolated Tracts Wildlife Habitat Management Plan (HMP) (see Map 8). These tracts are typically the best wildlife habitat in an area that is predominantly agricultural. Objectives of the HMP are to maintain or improve the habitat quality on these tracts, mainly for pheasant winter and nesting cover, but also for gray partridge, doves, passerine birds, raptors, and other wildlife species. These tracts will be protected from unauthorized use (e.g., dumping, agricultural trespass) and will be open to recreational use, including hunting.

LIVESTOCK FORAGE

Grazing Management

The Monument Planning Area includes 910,046 acres of allotted public land (including 677 acres of National Wildlife Refuge) in 89 grazing allotments. In addition, there are 8,166 acres of Reclamation Withdrawal land within existing allotments. Since the Reclamation Withdrawal lands are controlled by another agency, they were not included in earlier adjudications and do not have grazing preference attached to them. The Bureau of Reclamation has assigned BLM the grazing management responsibility on some withdrawn lands. Unallotted tracts total 269,620 acres, consisting primarily of unproductive lava flows and isolated parcels of public land.

Existing grazing allotments include 26,482 acres of private land and 42,060 acres of State land within their boundaries. Some of the land controlled by permittees is offered for exchange-of-use and is managed in conjunction with the public lands; the rest is informally managed as part of the allotments.

The Canyon MFP, completed in 1974, identified 2,535 acres of public land within present allotments for disposal, primarily around the I-84/U.S. 93 interchange. Desert Land Entry and Carey Act applications also encumber 39,026 acres within grazing allotments.

There are presently 186 permittees in the planning area who control 149,135 AUMs of active livestock preference. Of the total active preference, 74,967 AUMs (50.3 percent) are sheep preference, 73,892 AUMs (49.6 percent) are cattle preference, and 109 AUMs (0.1 percent) are horse preference. There are 7 sheep allotments, 62 cattle allotments, 1 horse allotment, 4 cattle and horse allotments, and 11 cattle and sheep allotments in the planning area. In addition, four allotments have no established preference, kind of livestock, season of use, or grazing system. In 23 allotments, several operators run livestock in common, while the other 66 allotments are private allotments for a single operator. See Table D-1 in Appendix D for specific information about preference for each allotment.

Presently 49.8 percent of the allotted public acres and 52.8 percent of the total active preference are under allotment management plans (AMPs) or informal grazing systems. There are fifteen allotments with rest-rotation grazing systems, three allotments with modified rest-rotation grazing systems, and eight allotments with deferred-rotation grazing systems. Generally, rest-rotation grazing systems have been successful, with less consistent success for deferred rotation systems. The remaining 59 allotments receive seasonal grazing, the impacts of which vary with the season of use. For definitions of these kinds of grazing management, see Appendix D, Grazing Systems.

The major seasons of use are from April 1 to June 30 and October 16 to December 31 for sheep; March 1 to June 30 for spring cattle use; May 1 to August 15 for summer cattle use; August 1 to December 31 for fall cattle use; November 1 to March 15 for winter cattle use; and April 1 to December 15 for season-long cattle use. Generally, spring cattle turnout is in April, fall cattle turnout is in October or November, and the closing date for season-long cattle allotments is in September or October, with some season-long allotments receiving fall extensions in most years. The actual length of time which sheep graze the area is determined primarily by accessibility and forage availability on the area and on nearby National Forest lands.

Based upon 1978 to 1982 average actual use, 32 percent of the forage was harvested in spring, with an additional 51 percent harvested under season-long grazing which includes spring use. Only 17 percent of the forage was harvested totally during fall and winter. Generally spring forage is in short supply in the area since private rangeland provides primarily winter forage and farmland provides useable forage primarily after harvest. Public land provides an important component of the annual forage base for over 150 livestock operators.

The area has an unusual situation in that 936 AUMs of active preference were assigned to the Wendell Trail, a designated sheep trailing route across the western portion of the planning area, rather than to specific areas of land (allotments). The intent was to accommodate annual sheep trailing without over-obligating forage in allotments along the route. Although Wendell Trail preference has been converted to active cattle preference within allotments upon several occasions, it carries no suspended preference for future increases. The approximate location of the Wendell Trail is shown on Map 10.

There is a continuing decline in sheep numbers in the planning area. In recent years, a significant amount of sheep use has been converted to cattle use.

Vegetation

A vegetative inventory was conducted in 1980-1982 in conjunction with a third-order soil survey. The inventory/survey determined the natural potential plant communities (range sites) based on Soil Conservation Service (SCS) methodology (USDA-SCS 1976). The vegetative inventory also determined present range condition, present vegetation types, and rated the observed apparent trend of the allotted public lands of the Monument Planning Area. Range site descriptions and soil/vegetation correlation information are available at the Shoshone District Office.

Ecological condition is the relationship of a present plant community to the potential plant community for the site. It is an expression of the relative degree to which the kinds, amounts and proportions of plants in a plant community resemble the potential community. Ecological condition is a rating that does not consider suitability of a plant community for livestock, wildlife, or other resource uses. Seedings were given a condition rating on the amount of the seeded species in relation to the total production of the site.

The ecological condition classes do not necessarily imply a scale of values for particular uses. For example, poor ecological condition range provides good sheep forage since they prefer weedy annual forbs and small, tender grasses such as Sandberg bluegrass. On the other hand, crested wheatgrass seedings provide better spring and summer cattle forage since they green up early and stay green longer in summer than cheatgrass or native ranges. Fair and good condition classes have a good shrub component which may provide shade for livestock and habitat for shrub-dependent wildlife, but they often hinder livestock access to herbaceous forage. Ecological condition classes merely imply the degree of alteration in the plant community composition from that of similar undisturbed communities.

Four condition classes were assigned during the vegetative inventory: good, fair, poor, and seeded (refer to Appendix D, Methodology). Two percent (17,172 acres) of the allotted public lands is in good range condition, 8 percent (71,009 acres) is in fair condition, 70 percent (644,090 acres) is in poor condition, and 20 percent (180,394 acres) is seeded. Over half (348,500 acres) of the poor condition range has 5 percent or less of the potential plant community remaining and can be classified as highly disturbed. Condition class acreages by allotment are given in Table D-1, Appendix D, and ecological and seeded condition classes are shown on Map 10.

The major species on most of the poor condition range is cheatgrass (Bromus tectorum), with annual forbs, Sandberg bluegrass (Poa sandbergii), and remnants of native shrubs such as big sagebrush (Artemisia tridentata) and rabbitbrush (Chrysothamnus spp.). The fair and good condition range is found primarily in areas which have been protected from past repeated fires and overgrazing, such as lava bed areas and isolated pockets of soil within lava flows. The fair and good condition ranges have progressively more diverse and more productive native grasses, shrubs, and forbs and fewer weedy annuals. Many of the seedings, which are primarily crested wheatgrass, originated from fire rehabilitation efforts.

The present vegetation of the Monument Planning Area can be characterized in six major plant communities: (1) basin big sagebrush, (2) Wyoming big sagebrush, (3) three-tip sagebrush, (4) gray rabbitbrush, (5) cheatgrass, and (6) crested wheatgrass. Minor vegetation types include Rocky Mountain juniper, mountain big sagebrush, green rabbitbrush, and riparian. Table D-2 in Appendix D lists the species occurring in each vegetation type, and Map 11 shows the locations of each vegetation type in the planning area.

Cheatgrass is the most common plant species on the planning area. It is the major component of the plant communities of about 24 percent of the planning area, and is abundant on 97 percent of the planning area (excluding new lava). *Although cheatgrass has good forage qualities for livestock and wildlife during the late fall and early spring, it lacks the longer-lasting forage qualities of perennial species during the late spring and summer months.* The widespread presence of cheatgrass is due to an early history of heavy grazing and frequent wildfires (Peimeisel 1945; Hull and Pechanec 1947; Yensen 1980, 1981).

Cheatgrass was well established in the planning area by 1955 when permanent photo points were established for trend measurements. Photographs from eight of the nine photo points established at this time show vegetation with abundant cheatgrass. In 1982, retakes of the original photographs revealed essentially no change in the vegetative composition of five of the nine sites. Three sites were seeded to crested wheatgrass and the ninth site has remained in perennial vegetation.

Cheatgrass is now a permanent part of the ecology of the planning area (Klemmedson and Smith 1964, p. 236). It is highly competitive with native herbaceous species (Daubenmire 1940, 1942; Stewart and Hull 1949; Hulbert 1955) and is highly flammable. Its presence greatly inhibits succession toward the potential plant communities of the area by increasing fire frequencies, causing earlier burns (see Fire Ecology, Chapter 3) and by direct competition. *Hull (1970) reported the results of seeding 90 species on southern Idaho rangelands and found that native species fared poorly. The non-native crested wheatgrasses were given the highest success ratings, yet Klamp and Hull (1972) found that even crested wheatgrass establishment was in direct relation to the kill of cheatgrass. Daubenmire (1975, pg. 44) observed that seedlings of bluebunch wheatgrass were largely unable to expand into cheatgrass communities and that even with abundant seed source of perennials, cheatgrass has maintained dominance for 52 years (pg. 43). Even so, sand dropseed, western wheatgrass, and Indian ricegrass have been seeded in this area with some success. Daubenmire (1975) reported on the ability of sand dropseed to establish itself in stands of cheatgrass on land that has been repeatedly cultivated and then abandoned. Hironaka and Tisdale (1963) documented the ability of seedlings of the short-lived bottlebrush squirreltail to compete with cheatgrass and eventually to replace it. Hironaka and Tisdale also described a restrictive set of circumstances necessary to enable a conversion from cheatgrass to perennial grass. They further stated that most native and introduced species do not possess the necessary characteristics. If the few species capable of competing with cheatgrass were seeded and protected from grazing, the rate of successional change in the less than 12-inch precipitation zones dominated by cheatgrass would be very slow. This slow improvement would likely be halted by wildfires that, due to the flammability and widespread presence of cheatgrass, are beyond our ability to completely control. In light of the aggressive nature of cheatgrass, its flammability and the lack of perennial seed sources on areas dominated by cheatgrass, seeding with crested wheatgrass remains the only practical method of restoring perennial forage to these areas.*

Trend is the direction of change in ecological condition. Trend ratings for the planning area are based on long term photo points, permanent photo trend plots, and observed apparent trend ratings made during the 1980-1982 vegetation inventory. Presently, 21 percent (190,434 acres) of the planning area has an upward trend, 74 percent (678,387 acres) has a stable trend, and 5 percent (46,804 acres) has a downward trend. Trend ratings are shown on Map 9.

Threatened and Endangered Plants

During the 1981 field season, the eastern one-half of the planning area was surveyed for the presence of threatened or endangered plant species. *The survey focused on, but was not limited to, species that have been identified by the Rare and Endangered Plants Technical Committee as likely to occur in this area (Steele et al. 1977, 1981).* One species proposed for listing as "Endangered," the Picabo milkvetch, (Astragalus oniciformis Barneby) was discovered on sandy soils in association with basin big sagebrush. Another species proposed for listing as "Endangered," *arching pussytoes (Antennaria arcuata Crong),* was found in meadows adjacent to the planning area, but its presence in the planning area is unlikely, due to the lack of meadow habitat. *No other species of concern were discovered.* The inventory report by Inter-Mountain Research of Provo, Utah, and locations of plant populations are available at the Shoshone District Office.

An additional survey to determine the extent of the Picabo milkvetch was conducted during the 1984 field season (Packard and Smithman 1984). This species was found to be much more common than previously thought, and its known range was greatly expanded. It is widespread on the northwestern portion of the planning area and on adjacent BLM and patented lands near Picabo. It also occurs as far south as the city of Shoshone, Idaho, and several miles both east and west. The northeastern boundary lies about 25 miles east of Carey, defining an area roughly 30 miles by 30 miles at the widest points.

A status change for this species from candidate "Endangered" to "State Watch List" has been recommended by the Rare and Endangered Plants Technical Committee.

Two relict vegetation communities have been identified in the planning area that have met the criteria of relevance and importance for identification as potential ACECs. These areas provide examples of vegetation communities that once occupied much larger areas.

One relict vegetation community, the Substation Tract, covers 440 acres and supports a good condition community of Wyoming big sagebrush/Thurber's needlegrass. Records indicate that the site has had little or no grazing since before 1959, and has not burned in over 100 years (Hugie 1959). The plant community is representative of a range site that once occurred on thousands of acres of the Snake River Plains in Idaho. The Substation Tract has the only known remaining relict community of its condition and size in the Shoshone District.

The University of Idaho has recognized the importance of this vegetation community in a letter dated January 17, 1983.* "The soils of the area would provide excellent benchmarks to study the effects of agricultural practices on soil alteration. The mantle of native natural vegetation makes this area extraordinarily valuable. Opportunities to set aside representative areas such as this with the original vegetation intact are rare--and may be our last chance to do so."

---

*Personal communication from M. Hironaka, Professor, Department of Range Resources, University of Idaho, and M.A. Fosberg, Professor, Department of Plant, Soil, and Entomological Sciences, University of Idaho.

In October 1983, a report was completed by the Idaho Natural Area Coordinating Committee recommending the Substation Tract for research natural area designation (Caicco and Wellner 1983).

Carey Act applications have been filed on all 440 acres of the Substation Tract. Another threat to the vegetation community is burning. Although burning would not destroy the values of the tract as a relict area, these values would diminish with burning.

The second relict vegetation community, the Silver Sage Playa, covers ten acres of a small playa lake with a fair condition community of silver sagebrush/Nevada bluegrass. Examples of this community in fair or better condition are uncommon in this area. Silver sagebrush sites often serve as water sources, so most of them have been somewhat disturbed. The Silver Sage Playa shows signs of considerable disturbance.

The Silver Sage Playa is covered by a DLE application. Another threat to the vegetation community is burning. Burning would diminish the values of the tract as a relict area, but the vegetation would likely recover quickly.

LANDS

There are 1,178,989 acres of *public* land under BLM management in the Monument Planning Area. In addition to these lands are several thousand acres under Bureau of Reclamation withdrawal or withdrawals for power site purposes. The BLM has varying degrees of management on some of the withdrawn lands. This includes granting rights-of-way, mineral leases, patents, grazing permits, and mining law administration.

Other types of withdrawals or de-facto withdrawals are those for stock driveways, public water reserves, and land use classifications. Stock driveway and public water reserve withdrawals segregate the land against nonmetalliferous mineral entry and applications for entry that are discretionary with the Secretary of the Interior. The Multiple Use Classification segregates against Homestead, Desert Land, Indian Allotment entries, and public sale applications.

Appendix E contains a discussion of standard operating procedures for transfer of lands from Federal ownership.

Agricultural

The vast majority of private land holdings in the planning area were obtained through agricultural entries such as the Desert Land Act, Carey Act, Reclamation Homestead Act, and the Stock Raising Homestead Act.

All of the current filings for agricultural development have been made under the Carey Act or the Desert Land Act. These filings cover 43,990 acres.

Sales of public lands under Section 203 of FLPMA may also be made for agricultural development. Parcels sold under this provision will be no larger than necessary to support a family-sized farm.

The availability of a water supply, sufficient to irrigate all the potential irrigable acres in an entry, is required. Nearly all proposed entries identify the water source as ground water from wells drilled into the Snake River Aquifer. Anticipated well depths average about 300 feet. As part of the water appropriation process, a water permit application must be approved by the State of Idaho, Department of Water Resources. The Snake River Aquifer is known to underlie all areas currently under application, but the depths to water and quantities available are unknown. In areas known to have a declining water table, the State of Idaho, Department of Water Resources, may designate a management area or a critical ground water area and restrict further development of the water. Further restrictions on development could occur as a result of litigation and proposed legislation in the State Legislature.

At the present time, no new water permits are being approved by the Idaho Department of Water Resources because of an Idaho Supreme Court ruling which granted Idaho Power Company a certain water right at Swan Falls Dam. This apparently subordinates much of the upstream water use to Idaho Power Company's Swan Falls right.

Electric powered pumps are normally used to energize the water and sprinkler systems. Idaho Power Company, the major utility company in the area, has had a moratorium on new electric well hookups since 1977. This has resulted in using less economical pumping units run on diesel or propane fuels. Pumping costs represent a major cost in crop production and the additional costs can adversely affect the economic feasibility of an operation.

Land for Local Government and Community Expansion

Shoshone is the only community in the planning area isolated by public lands that may limit community expansion. The community has shown a general downward population trend over the past 30 years, and nothing indicates a reversal in that trend. Although all other communities in the planning area are on a static to upward population trend, there are sufficient adjacent private lands available to accommodate most anticipated residential, commercial, and industrial expansion needs.

The greatest need for public lands by local government is for use as sanitary landfills, mineral material sources for construction and maintenance projects, and rights-of-way. Some public land sites have also been identified for recreation use and development. The Recreation and Public Purposes Act provides the authority to allow developments under either lease or lease with future possibility of purchase. Sale or lease provisions under Section 203 and Section 302 of FLPMA, respectively, may also be used. Mineral materials may be made available through sales or free use permits.

Ideally, sanitary landfills should be centrally located, have good, all-weather access, and be located such that other land values and uses will not be adversely affected. Two to three acres per 10,000 people per year is necessary where soils are from 10 to 15 feet deep. Soils, therefore, present the greatest limiting factor in determining suitability for sanitary landfill purposes. Very few sites larger than a few acres have soils of sufficient depth to provide the periodic covering necessary to meet State health standards required for sanitary landfills.

At the present time, Lincoln County and the communities of Gooding, Jerome, Eden, Hazelton, and Dietrich all operate sanitary landfills on public land. Existing and proposed sites under the R&PP Act encompass 1,120 acres.

Known Land Exchange, Sale, or Land Acquisition Proposals

The District receives many proposals to exchange private lands for public lands and requests to sell public land tracts. These actions may occur under FLPMA provisions of Section 206 (exchanges) and Section 203 (sales). Section 205 of FLPMA allows the Secretary of the Interior to acquire non-Federal lands by purchase, exchange, or donation. Exchanges of private or State land for public lands may be considered only on lands included in a transfer category in an approved land use plan such as this RMP. Areas covered by these types of proposals are shown on Map 12 as Non-Bureau Disposal Proposals.

Isolated Tracts

Isolated tracts are those parcels of public land that are surrounded by private lands or are cut off from larger public land blocks by lava flows, canyons, rivers, or manmade features such as roads, canals, and railroads. In some cases, they may be an appendage of a larger block of land that extends linearly into the private lands. The tracts may vary in size from less than an acre to several hundred acres.

Many of these tracts have no physical or legal public access, while others may have legal access but very restricted physical access. Because of this, and their size, they do not receive the management attention as would a larger block of land. As a result, unauthorized use of them is common. They often create a management barrier to the surrounding private landowners and are the properties for which the public has expressed the greatest amount of interest in acquiring.

They are often needed for, or would enhance, a private land operation. Conversely, they sometimes offer significant public values such as wildlife habitat that would be preserved in public ownership.

Present Use Authorization

Land use authorizations include uses for occupancy for various purposes of limited duration, public works leases, airport leases, and rights-of way. Map 12 shows some of these authorizations.

The majority of the uses are for occupancy related to agriculture and include farming small tracts, storage of farm equipment and products, and bee hive locations. Other uses include sites for remote airstrips, caves for civil defense, maneuver and training areas for National Guard units, rights-of-way, and construction headquarters sites. They may be casual, short-term, one-time uses, or may include substantial site modification over a long period of time.

Long term rights-of-way include highways, roads, ditches, canals, oil and gas pipelines, power lines, telephone lines, communication sites, power substations, airport beacon and nondirectional beacon sites, electric power generating sites, and material sites.

Cooperative agreements can be used to allow uses by Federal government entities and for such uses as aquifer recharge and flood control areas.

Rights-of-way needs are normally expressed by private and governmental entities through the filing of an application. The Bureau, on its own initiative, also identifies needs for the preservation of access and the protection of improvements. Much of the demand is tied to agricultural or residential development.

Right-of-way demand for communication sites is increasing. Three major sites within the planning area have the characteristics that most users desire and have, therefore, been developed for communication purposes. The sites are Kimama Butte, Flat Top Butte, and Notch Butte. Kimama Butte and Notch Butte are somewhat limited for future development because of their size and the potential impact on the BLM fire lookouts at those sites. Joint use of existing and future facilities reduces the clutter and number of structures at these sites, but may result in some problems such as interference with other users. Flat Top butte is a heavily used site, but, because of its size, can accommodate much more development. All new users are required to provide space for subsequent users in their facilities.

Major powerline rights-of-way cross the planning area in an east-west alignment with major substations located at Midpoint and Borah. North-south running powerlines also cross the area with Hunt and Midpoint being the major substations. Those powerlines of 138 kv to 500 kv capacity are shown on Map 12. Most are concentrated within a band a few miles wide and generally fit the corridor concept. Powerlines on public lands provide a rather large income to the Federal government without causing major land use conflicts. The same powerlines on private lands can cause serious problems to land development, particularly to farming operations that depend upon wheel line or circular sprinkler irrigation systems.

Right-of-way corridors are those areas that already have significant development for a particular use, such as electrical power transmission lines, railroad and highway transportation systems, and gas pipelines. Rights-of-way in common will be used whenever possible. Those rights-of-way providing a general public benefit are considered a top priority use of public lands.

A potential corridor located near the Great Rift WSA and running between the Wapi and Craters lava flows has been identified (Montgomery 1984). However, this route is speculative and conflicts with possible designation of the WSA are unknown. No other possible conflicts with utility development proposals have been identified.

Due to the irregular pattern of development that may occur on private and public lands, customer service, electrical power lines, telephone lines, and access roads may not fit well with the existing system. Locations of new systems should conform to the public lands survey system subdivision lines most likely to represent future private land ownership boundaries.

Unauthorized Use

Over 100 parcels of public land in the planning area have been identified as being used by private entities with no authorization. Most of the use is related to agriculture and includes farming, irrigation ditches, canals, sprinkler crossings, storage of equipment and agricultural products, permanent improvements, and dumping of rocks and debris. Much of the unauthorized use is of long standing and occurred unknowingly. In some cases, extensive development and improvement has occurred, while in others the use may be no more than casual. Disposal of these tracts can often enhance the private operation and solve management problems for the Bureau.

Other types of unauthorized use include mineral material removal, telephone lines, fences, and electric power transmission lines.

The trespassed areas may be included in use authorizations such as FLPMA permits and rights-of-way, and Sikes Act agreements for wildlife habitat improvement.

WILDERNESS

The BLM completed Idaho's intensive wilderness inventory in November 1980. The inventory identified six wilderness study areas (WSAs) with a total of 154,015 acres in the Monument Planning Area. The WSAs in the planning area include Shale Butte WSA (57-2), Sand Butte WSA (57-8), Raven's Eye WSA (57-10), Little Deer WSA (57-11), Bear Den Butte WSA (57-14), and Shoshone WSA (59-7). All of the WSAs are located on the central Snake River Plain in Blaine, Lincoln, and Minidoka counties of Idaho.

A brief description of each WSA is included in this chapter. Further detail on wilderness and other resources in each WSA *will be included in the final wilderness EIS for the Monument Planning Area.* The location of the WSAs is shown on Map 13.

Shale Butte WSA (57-2)

Size

This WSA includes 15,968 acres of BLM-administered public land with no private or State inholdings.

Naturalness

Four ways, totaling 2.7 miles in length, extend into the WSA from outside the boundaries. Frequent fires prevent potential natural vegetation that is typical of the Sagebrush-Steppe type from becoming established in the WSA.

Solitude

Outside sights and sounds include a mainline railroad, a 500 kv transmission line, traffic on exterior boundary roads, and agricultural activities on adjacent farmland. Most of these sights and sounds have a minor adverse impact on opportunities for solitude in the southern part of the WSA.

Primitive Recreation

Opportunities for desert hiking and camping are found throughout the WSA. The WSA is not large enough to offer extensive hikes, but day hikes and overnight outings could be accommodated in the unit.

Optional Wilderness Characteristics

Supplemental features include the lava flows which provide examples of volcanism on the Snake River Plain. Also present is a burrowing owl nesting site.

Sand Butte WSA (57-8)

Size

This WSA includes 20,792 acres of BLM-administered public land plus 1,280 acres of State land inholdings.

Naturalness

Minor imprints on naturalness in the WSA include two ways (total length is 1.8 miles), 6.75 miles of fence, and several small (less than 10 acres) patches of crested wheat seedings.

Solitude

Excellent opportunities for solitude exist in the WSA. The vista from Sand Butte enhances solitude. Infrequent traffic on boundary roads has a minor adverse impact on solitude in the WSA.

Primitive Recreation

Primitive recreation opportunities in the WSA center on the rugged lava formations, desert terrain, and Sagebrush-Steppe grasslands. Primitive hiking, camping, and hunting opportunities are outstanding.

Optional Wilderness Characteristics

The primary supplemental wilderness value in the WSA is the geological significance of Sand Butte. With its steep, heavily-stratified crater walls and deep symmetrical crater bowl, Sand Butte stands out as an unusual formation among the more common volcanic cones of the Snake River Plain. Large stands of native grasses within the area add to the WSA's natural values. A nesting site for a pair of ferruginous hawks exists within the WSA.

Raven's Eye WSA (57-10)

Size

This WSA includes 67,110 acres of BLM-administered public land plus 1,920 acres of State land inholdings.

Naturalness

Minor imprints on naturalness within the WSA include six ways (totaling 15.6 miles in length), three fences (totaling 6 miles), and numerous small (less than 10 acres in size) patches of crested wheat seeding.

Solitude

Excellent opportunities for solitude are found throughout the WSA. Outside sights and sounds from light to moderate traffic on boundary roads, activity on adjacent agricultural lands, and traffic on U.S. Highway 93 (which passes close to the west boundary) have minor adverse impacts on solitude.

Primitive Recreation

The diversity of primitive recreation opportunities in the WSA center on the rugged volcanic features and extreme desert environment of the area. Primitive hiking, camping, and hunting opportunities of outstanding quality are offered by the unit. Spelunking, photography, and nature study are other high quality recreational opportunities offered by the WSA.

Optional Wilderness Characteristics

The ecological significance of the recent and older lava flows is the primary supplemental value in the WSA. The Craters of the Moon Lava Flow in the WSA exhibits many distinctive features that illustrate volcanic processes. Lava cascades, pressure ridges, lava blisters, and other features are found throughout the WSA. A rift feature connects Broken Top Butte and Sand Butte.

Some extensive prehistoric sites are known to exist in the WSA. Paleontological sites have been discovered in lava tubes.

Little Deer WSA (57-11)

Size

This WSA includes 33,531 acres of BLM-administered public land plus 640 acres of State land inholdings.

Naturalness

Minor imprints on naturalness in the WSA include six ways with a total length of 5.1 miles.

Solitude

Opportunities for solitude are excellent in this WSA. Outside sights and sounds from moderate to infrequent traffic on boundary roads have a minor adverse impact on solitude values.

Primitive Recreation

Primitive recreation opportunities in the WSA center on the rugged recent volcanic flows that occupy most of the WSA. Primitive camping and hiking opportunities are very challenging in the rugged terrain of this WSA. Most of the lava flows are of the aa type and have a broken clinkery character that is extremely difficult to negotiate on foot. For this reason, the primitive recreation opportunities in this WSA are not as high as they would be if a more diverse selection of lava terrain were available.

Optional Wilderness Characteristics

The geological significance of recent lava flows is the primary supplemental value in the WSA. A portion of the Craters of the Moon Lava Flow is located in the WSA. This flow was created by a volcanic eruption that may have occurred within the last four thousand years. The flow exhibits many distinctive features that illustrate volcanic processes such as lava cascades, blisters, and pressure ridges.

Bear Den Butte WSA (57-14)

Size

This WSA includes 9,700 acres of BLM-adminstered public land with no State or private land inholdings.

Naturalness

Minor imprints of man on naturalness within the WSA include two ways with a total length of 1.5 miles and 100 feet of fence.

Solitude

Excellent opportunities for solitude are found in this WSA. Outside sights and sounds from infrequent traffic on boundary roads have a minor adverse impact on solitude values in some portions of the WSA.

Primitive Recreation

The diversity of recreation opportunities available in the WSA center on rugged volcanic features and the extreme desert environment of the area. Primitive hiking, camping and hunting opportunities of outstanding quality are offered by the unit. These opportunities are limited to some degree by the small size of the WSA, which is too small to support extended hikes or trips, but is big enough for day hikes and overnight excursions. An additional drawback for recreation is that the lava flow that occupies 59 percent of the unit is all aa lava and is extremely difficult to negotiate on foot.

Optional Wilderness Characteristics

The lava flow in the WSA exhibits several distinctive features that illustrate volcanic processes.

Shoshone WSA (59-7)

Size

The WSA includes 6,914 acres of BLM-administered public land with no State or private land inholdings.

Naturalness

No human imprints inside the WSA were identified in the inventory.

Solitude

Although there is relatively little variation in elevation, the WSA is completely covered with a recent lava flow. Pressure ridges, lava blisters, and subsidence craters create a very uneven surface that provides plenty of solitude. There is very little vegetation in the unit. What does exist provides no screening.

Outside sights and sounds include sounds from an adjacent railroad, activity on agricultural lands along the south boundary, and frequent traffic along the west boundary road. These sights and sounds have a moderate impact on solitude values in the southern and western part of the WSA.

Primitive Recreation

Primitive recreation opportunities center on the rugged lava landscape within the WSA. Primitive hiking, camping, and hunting opportunities of outstanding quality are offered by the unit. These are tempered to some extent by the small size of the WSA which eliminates the possibility of extended hikes and limits most use to day use or overnight excursions.

Optional Wilderness Characteristics

The primary supplemental value in the WSA is the recent lava flow that covers the whole unit. The lava flow exhibits several features that illustrate volcanic processes.

NATURAL HISTORY

Several features on public lands in the Monument Planning Area demonstrate important aspects of the natural history of the Snake River Plain. The BLM and other agencies have recognized the value of these features and, in some cases, have established special designations or guidance for managing these areas. Two designated natural history areas, the Grasslands Kipuka Natural Area and the Great Rift National Natural Landmark, are partially or completely within the Monument Planning Area. However, their management has already been addressed in other land use management plans. Therefore, management of these areas will not be commented on in this plan.

The proposed Dry Cataracts National Natural Landmark is located three to six miles northeast of Twin Falls in Jerome and Twin Falls counties. Only the portion of the area in Jerome County lies within the Monument Planning Area (see Map 8). The 3,000-acre area proposed for landmark status contains geological features that dramatically illustrate volcanic processes that formed the Snake River Plain, and the erosion processes of catastrophic floods left by the Bonneville Flood. The National Park Service conducted eligibility studies in 1973 (Jones 1973). In 1979, the area was recommended for National Natural Landmark status. Further action is pending formal agreement with the landowners involved.

In October 1983 a report was completed by the Idaho Natural Area Coordinating Committee recommending Vineyard Creek, which is within the Dry Cataracts Area, for research natural area designation (Caicco, Rabe, and Wellner 1983).

The proposed Box Canyon National Natural Landmark is located on the north side of the Snake River 7.75 miles southwest of Wendell (see Map 8). The proposed area contains 250 acres and is one of the few surviving relatively undisturbed box canyon or alcove ecosystems in the Snake River Plain aquifer area. *About one-third of the area, at the mouth of Box Canyon, is public land with the other two-thirds privately owned.* The area was initially proposed as a potential natural landmark by Robert Jones, a professor of geology at the University of Idaho, in 1973. Peter Bowler conducted a study (Bowler 1980) for the National Park Service in 1980 that evaluated the eligibility of the area for the National Natural Landmark Designation. The National Park Service has made no recommendation regarding the area.

Other natural history resources have been identified as Areas of Geologic Interest (AGI) (see Map 8). These areas have special geological features that require some type of management attention, but are not of national significance. All of the AGI in the Monument Planning Area involve lava tube caves. A cave inventory identified 29 caves in the area. Ten AGI contain caves that are in good condition with fragile cave formations or other phenomena. Six contain caves that are heavily used and may present hazards to the public.

The caves that are in good condition are those that are not well known. The better known caves have had all speleothems removed and graffiti is evident in all of them. Garbage is also a problem in those caves that are used frequently.

CULTURAL RESOURCES

In general, the planning area has produced cultural resources dating from about 15,000 years before present to recent historic sites related to transcontinental migration, gold mining, and the railroad. Significance of these sites range from National Register Sites such as Wilson Butte Cave, and those which may be eligible such as the Oregon Trail, Bonanza Bar, Cedar Fields area, and Devil's Corral, to very sparse lithic scatters and historic sheep camps which contain little interpretable information. Over 200 sites have been identified in the planning area with at least 25 percent on private land and the majority of sites located near the Snake River and its major tributaries, the Malad, Big and Little Wood rivers.

Within the planning area, there are several areas that are particularly sensitive to prehistoric resources (see Map 8). The most sensitive area is along the Snake River. From the banks of the Snake River to an arbitrary point about three miles from the bank, prehistoric sites are numerous. Sites may be found along the major tributaries such as the Big Wood, Little Wood, and Malad rivers, about one mile either side of these rivers. The high density of occupation in this area may be a combination of factors including topography, fish, game, and available edible plants. Occupation of these river sites is not uniform, but varies along the length.

In the upland areas, site density is low when compared to those areas associated with water courses, and site locations are not greatly predictable. Some sites do occur in caves, lava tubes, overhangs, and playas, but not all such features contain sites. Open sites are far more frequent, but even less predictable and include lithic debris scatters with and without fire hearths, petroglyphs, and rock cairns, or a combination of any of these elements. The significance of all these upland sites depends on the amount of interpretable information contained in the site.

There are several historic trails within the planning area, however, none are listed on the National Register of Historic Places. Those segments identified on the original survey documents are the "Emigrant Road," "the road from Shoshone to Starrs (sic) Ferry," "Boise to Kelton Road," "Bubbs Road," and "Road to Salmon Falls." There are only about 20 miles of the Emigrant Trail on Federal land whose condition varies from fair, meaning there has been limited subsequent use of the trail since the emigration; to poor, in that the trail has been succeeded by a major thoroughfare, improved county road, or is now in an area intensively used by off-road, farm, or ranch vehicles.

RECREATION

Recreation Opportunities

Many recreation opportunities exist within the planning area because of a variety of land uses, terrain, and resources. Four settings of Recreation Opportunity Spectrum (ROS) characterizations have been identified in the area. The settings identified, with acreages, are: Semi-Primitive Motorized, 867,591; Rural, 538,215; Roaded Natural, 462,514; and Primitive, 191,120. Urban settings have not been identified as this setting is not relevent to land use planning of a natural resource administrative agency.

Since recreation activities correlate very closely with preferred settings, a brief characterization of settings and preferred opportunities within these settings is as follows.

1. Primitive Setting

   Characteristics - Essentially a natural environment of fairly large size. Few restrictions or controls are present. Evidence of other users is low. Motorized use is essentially nonexistent.

   Preferred Activities - Primitive hunting and fishing, nature study, hiking, tent camping, and horseback riding.

2. Semi-Primitive Motorized Setting

   Characteristics - Predominantly a natural-appearing environment of moderate to large size. Subtle restrictions. Often evidence of other users. Motorized use is permitted.

   Preferred Activities - Hunting and fishing assisted by motorized vehicles, off-road motorcycle and four-wheel drive use, and backcountry camping.

3. Roaded Natural Setting

   Characteristics - Predominantly a natural-appearing environment with moderate evidence of man's activity. Evidence of other users is common, but interaction is low to moderate. Conventional motorized use is provided for.

   Preferred Activities - Hunting and fishing with easy access, off-road vehicle (ORV) use can be intensive, target practice, and horseback riding.

4. Rural Setting

   Characteristics - Agricultural regions, sights and sounds of human use are readily evident.

   Preferred Activities - Upland bird hunting, local ORV use, viewing scenery, and horseback riding.

Extensive Recreation Management

The planning area includes portions of two extensive Recreation Management Areas (RMAs), the Bennett Hills RMA and the Monument RMA. Extensive areas include all land not specifically included in "intensive" areas and comprise most of the planning area. Recreation activity is generally dispersed and no recreation facilities are provided on public lands.

All ROS settings found within the planning area are represented in "extensive" areas. Very diverse recreation opportunities are available within a short distance since the area includes resources such as the Snake River, extensive agricultural regions, high deserts and vast, rugged lava fields.

Pheasant hunting provides more visitor use days (VUDs) than any other activity in the planning area, with 77,000 VUDs annually. Other major activities include cold water fishing, dispersed recreation activities such as hiking, camping, and horseback riding, and hunting for Hungarian partridge. Other hunting, motorized boating, ORV use, nature study, warm water fishing, float boating, and spelunking account for additional recreation use.

A potential ORV cross-country trail has been identified and extends from the Snake River Rim Recreation Management Area northeast to Bear Trap Cave.

Intensive Recreation Management

Three Special Recreation Management Areas (SRMAs) have been identified within the planning area (see Map 13). They are Cedar Fields, Little Wood River, and the Snake River Rim. SRMAs are areas where recreation is recognized as a major resource use.

Most of the area within the SRMAs are classified as a Roaded Natural setting using ROS guidelines. The portion of the Snake River Rim area below the canyon rim has been determined to be a Semi-Primitive Motorized setting. These settings strongly influence the type of recreation use that occurs.

Cedar Fields lies along the Snake River below American Falls Dam. Major recreation uses of the area include motorcycle and four-wheel drive use, motorized and float boating, waterfowl hunting, and fishing for trophy sized trout. The Idaho department of Fish and Game has provided a boat ramp through a Recreation and Public Purposes Lease and Cooperative Agreement with the BLM. No other facilities are provided.

The Little Wood River area surrounds much of the lower Little Wood River under administration by the BLM. Fishing for trophy size brown and rainbow trout is the principal recreation use. Some motorized camping occurs. No facilities are provided.

The Snake River Rim area lies along the Snake River Canyon near Twin Falls. Use is greatly influenced by the area's proximity to Twin Falls. Heavy ORV use occurs above the canyon rim. Other uses occurring here include horseback riding, target shooting, and sightseeing. Use below the rim includes float boating and kayaking, hiking, fishing, and nature study. Devil's Corral is closed to ORV use and ORV use between the Devil's Corral road and the rim is limited to designated roads and trails. Management direction for the Snake River Rim area is provided by the Snake River Rim Recreation Area Management plan. This is the only area of the three SRMAs covered by a Recreation Area Management Plan (RAMP).

Visual Quality

Most of the planning area lies within the Columbia Plateau physiographic province, however, a small portion near American Falls lies within the Basin and Range physiographic province. Visual resources are evaluated on their scenic quality within the physiographic province.

Areas of greatest visual concern within the planning area include much of the land immediately adjacent to the Snake River and a strip of land along U.S. Highway 93 near Craters of the Moon National Monument. Land adjacent and to the north side of the Snake River below American Falls is very visible from Interstate 84 and Massacre Rocks State Park, which are south of the river and outside the planning area. Several prominent scars, created by ORVs, exist on south-facing hillsides visible from Massacre Rocks State Park and Interstate 84.

High scenic areas in the planning area are associated with rugged lava fields or the canyon along the Snake River. Other areas of somewhat lower scenic quality include farmland and rolling plains, vegetated with brush and grasses.

Vineyard Creek and Box Canyon posses unique scenic qualities. The combination of exceptional water clarity, abundant riparian vegetation, and isolation among the steep canyon walls of a box canyon or alcove setting are uncommon in the area.

SOILS

Soil Origin

Almost all of the soils in the planning area have formed in wind blown, alluvial or lake deposits. Except for some of the older (Upper Pleistocene) buttes that show some weathering of basalt in place, the present soil material is unrelated to the underlying basalt. These materials came from sediments carried in the Little Wood, Big Wood, and Snake rivers and old lake bed deposits.

Soil deposition has occurred during the past 50,000 years. Evidently, soil accumulation has exceeded soil erosion until recent times (10,000 years), since the soils are generally one to several feet or more deep. Some of the more recent lava flows show only slight accumulations in deep pockets and cracks.

Soil Erosion

When averaged over the entire planning area, the present erosion situation is within acceptable levels. However, both wind and water erosion problems occur in some localized areas. Because of the relatively flat terrain and the coarse texture of the soils, particularly near the Snake and Little Wood rivers, wind erosion is a much greater problem than water erosion. Water erosion problems are confined mainly to the steeper slopes of buttes and breaks into the Snake River.

The major causes of erosion have been livestock grazing and grazing facilities, wildfires, fire suppression activities, ORV use, and agricultural development. Because of these activities, the soils in the area have been subjected to varying degrees of soil loss and accumulations, the net result being a general lessening of soil productivity in some areas and enhancement in others. Sedimentation occurs along the Snake and Little Wood rivers, but most of the area is internally drained. Sediments accumulate in closed basins and playas.

Within the course of written history, erosion rates have increased markedly, due to increased livestock grazing, destruction of perennial vegetation, and increased wildfire due to the deterioration of the range and cheatgrass invasion. At present, the rates of erosion are higher than pre-grazing times, but much lower than the rates experienced during the years prior to 1960. Aerial and ground photographs taken in the vicinity of Wendell and American Falls during the mid 1950s show vast areas with little or no vegetation cover and also show numerous active sand blows. Grazing use was much higher than at present, before being significantly reduced by adjudications in the late 1950s. As a result of these management changes, considerable vegetative cover has been gained and only scattered sand blows remain.

The average erosion rate is 4.8 tons/acre/year. Of the 1,178,989 acres in the planning area, only 37,463 acres, *or 3 percent*, have a severe erosion problem. About a quarter of these areas are associated with management facilities such as dirt roads or watering areas where livestock concentrations occur. The rest are scattered areas of erosion, active sand dunes, and water erosion areas. The occurrence of some of the sand blows varies in different years depending on the size and location of wildfires. *Another 15 percent of the area has a moderate erosion problem. The remaining 82 percent of the planning area has erosion levels well within tolerance levels. The problem areas occur within the severe erosion potential areas shown om Map 14.*

Tolerance levels (T-levels) for the planning area average 2 to 3 tons/acre/year, but present soil erosion rates of 4.8 tons/acre/year are considered acceptable. The erosion rate does not indicate a loss of 4.8 tons/acre/year, but a movement of this amount of soil. Observations made during the soils survey conducted form 1980 to 1983 (see Appendix I) support this conclusion. Soil examinations within and near areas of severe wind erosion potential, shown on Map 14, reveal a layer of sand on top of a more developed soil profile. This sand layer is very susceptible to movement by wind when vegetation is removed as in a wildfire. Although some of the sand may be lost, most is redeposited in adjacent areas with vegetation cover. The moving sand layer skews the present erosion rate upward.

Soil Potentials

Potential

Most of the public lands in the planning area are considered marginal for agricultural development (see Maps 12 and 14). With the exception of map unit 18, most of the planning area is suited to ORV use and has a medium potential for livestock grazing. Map units 14 and 18 are considered unsuitable for agricultural development. However, a few areas in map unit 14 may have marginal potential. This unit is limited because of shallowness to rock.

Map units 2, 3, 4, 12, and 15 are considered suitable for development. However, these map units are mainly found on private cropland with only small acreages of undeveloped public land.

Map units 10, 13, 16, and 17 are considered marginal for development, but there are some flatter areas well suited to agricultural development.

The remaining map units are considered marginal for development. Soil problems such as droughtiness or depth to rock, erosion hazard either because of water erosion on steep slopes or wind erosion on sandy soils, and/or too much exposed lava limit the suitability of these soils for agriculture.

The agricultural suitability categories shown on Map 12 are based on the percentage of class II and III soils in each soil association as follows:

Suitable - greater than 50 percent class II and III.

Marginal - 20 to 50 percent class II and III.

Unsuitable - less than 20 percent class II and III.

Erosion Potential and Soil Productivity

The map units having high erosion potential (see Map 14) would be expected to have serious erosion problems under cultivation, unless careful management and conservation practices were used. Adjacent to and downwind from agricultural lands, sand dunes have formed and advanced across public lands reducing soil productivity. This has resulted from the abrasive effect of soil blowing and the smothering effect of deposited soil. Some of these dunes have stabilized; others are still active. Irrigation, in some areas with increased runoff and erosion, has led to a decrease in soil productivity by smothering the existing vegetation on public lands.

Surface disturbance, compaction, and loss of vegetative cover are the major causes of soil erosion in the planning area. The potential erosion from ORV use and livestock grazing can be quite high, especially on the steeper slopes and sandy soils in the planning area. These activities have caused some serious erosion problems in areas having high erosion potential.

Wildfires are a major cause of erosion in the planning area. This is a result of the damaging effects of the fire itself and the surface disturbance caused by suppression activities.

MINERALS AND ENERGY

Leasable Minerals

Oil and Gas

The Shoshone District has authority over oil and gas rights beneath approximately 1,180,000 acres in the planning area. A total of 24,000 acres are currently under oil and gas lease. The planning area is considered to have some possibility for oil and gas production. However, no activity has taken place on the leases.

Geothermal

There are no geothermal leases in the planning area, however, a large area east of Carey, encompassing the Wapi and Craters lava flows, is considered to have some possibility for geothermal resources. To date, no geothermal resource development has occurred and exploration by major energy companies has proven unsatisfactory.

Locatable Minerals

The Snake River gold placers have been mined since the early 1860s. During the 1870s, flour gold was recovered in extensive operations along most of the river, which forms the southern boundary of the Monument Planning Area. This period saw a multitude of mining camps established with thousands of men winning gold from gravel bars. It has been reported by reliable sources that the highest gold values were found in the deposits in the vicinity of Rupert, American Falls, and south of Minidoka. Millions of yards of gravel were sluiced with an average value of $.20/cubic yard (the equivalent of $5.00/cubic yard with gold at $500/ounce).

Today, the Snake River gold placers are largely operated on a recreational basis, however, a medium-sized placer mining operation exists on Bonanza Bar, southwest of American Falls. Other organizations are in the process of testing for mineable deposits in the area. The financial outcome of these ventures could greatly affect management of lands open to mineral entry which lie adjacent to the Snake River, as well as those lands containing ancient channels of the river. Mining of the Snake River gold has been recently proven to be commercially feasible by a gravel mining company currently operating at Grandview, Idaho.

Map 15 outlines a mining zone for Snake River gold. Lands lying within this zone are considered mineral in character.

The extraction of Snake River placer gold is a minor recreation activity at this time, but could be promoted into a major recreational use of accessible lands adjacent to the river.

Veneer-type lava is present in the planning area. The possibility exists that some deposits of this material could qualify as a locatable mineral.

Saleable Minerals

Saleable minerals in the planning area include common variety stone and various types of gravels, sand, and common borrow. Approximately 60 rights-of-way and free use permits exist in the planning area, as well as 10 community pits. A constant demand exists from both the public and various highway departments for additional materials. Map 15 shows the location of mineral material sites and possible mineral material deposits. Mineral materials in the area, especially gravel resources, are only available in small deposits and are therefore critical to many users.

ECONOMIC CONDITIONS

This RMP covers all or parts of seven Idaho Counties (Blaine, Butte, Gooding, Jerome, Lincoln, Minidoka, and Power). For purposes of this economic analysis, Blaine, Butte, Gooding, and Power counties have been excluded from the study area. Blaine County was excluded because the portions of the county within the planning area are largely lava flow and because the northern (Sun Valley) part of the county distorts the data for the southern part of the county. Butte, Gooding, and Power counties were excluded because of their limited involvement in terms of public land within the planning area.

Income

Total personal income in the study area was $219.7 million in 1980 (Bureau of Economic Analysis [BEA] 1982). This amounts to a 6 percent increase since 1975 after taking into account the effects of inflation (Council of Economic Advisors 1982). This is a much slower rate of growth than the State's increase of 12 percent. The leading industries are agriculture (39 percent), manufacturing (21 percent), government (11 percent), services (7 percent), and retail trade (6 percent).

Employment

Total employment was 17,236 in 1980 (BEA 1982). This represents a 12 percent increase since 1975. This is slightly slower growth than the State experienced during this time (18 percent). The leading employers in the study area are agriculture (27 percent), manufacturing (19 percent), government (14 percent), retail trade (8 percent), and services (6 percent).

Multipliers

When a change occurs in a local economy, the initial effect spreads to other sectors of the economy (the multiplier effect). The total impact of any change is equal to the initial change plus the secondary change (as estimated by the multiplier). The multipliers used in the RMP area are those reported by the U.S. Water Resources Council in 1977. The multipliers are the Bureau of Economic Analysis area 152, which includes most of southcentral and southeast Idaho. The multipliers are for gross output which must be converted to earnings for comparative purposes. Multipliers and earnings/output rations of interest are:

Industry	Gross Output Multiplier	Earnings to Gross Output Ratio
Vegetables, Sugar, Crops	2.496	0.3850
Meat Animals, Livestock	2.547	0.2447
Wholesale and Retail Trade	2.208	0.3969
Construction	1.948	0.2947
Services	2.217	0.3848

Source: U.S. Water Resources Council, 1977

Construction Industry

The construction industry would feel the impact of changes in spending levels for the installation of range improvements, as well as construction and maintenance of other types of facilities to accomplish the objectives of the RMP.

Recreation Industry

Changes in recreation use levels primarily impact the retail trade and services sectors of the local economy. Based on expenditures data for hunting and fishing in Idaho (USFWS 1980), it has been determined that the majority of any such impacts would be received by the retail trade industry (95-99 percent). For this reason, recreation-related economic impacts discussed in Chapter 4 will compare those impacts to the retail trade sector of the local economy.

Crop Agriculture Industry

The 1980 planning area (Jerome, Lincoln, Minidoka counties) farm income resulting from the raising of crops is estimated at $40.9 million. This is based on the assumption that crop income is the same proportion of farm income as crop receipts are of total farm receipts. In 1980 crop receipts totalled 48.4 percent of total farm receipts (Bureau of Economic Analysis 1982).

In 1980 Idaho ranked in the top ten states in the production of 18 crops. Included were potatoes (#1), barley (#1), dry edible beans (#3), alfalfa hay (#6), all wheat (#10), and all hay (#10). The planning area is a significant producer of all of these crops as can be seen in the following table.

Crop	*Percent of Statewide Production*
Potatoes 1/	*11.4 percent*
Barley 2/	*7.7 percent*
Dry Edible Beans 3/	*18.3 percent*
Sugar Beets 2/	*28.3 percent*
All Hay 3/	*11.6 percent*
All Wheat 2/	*9.6 percent*

1/ 1982 Idaho Agricultural Statistics
2/ 1981 Idaho Agricultural Statistics
3/ 1980 Idaho Agricultural Statistics

The number of jobs generated in the planning area due to crop agriculture (based on BEA farm income and employment data) is estimated at 2,250.

In order to make impact comparisons, a typical agricultural entry (Desert Land or Carey Act) was analyzed to determine potential revenues associated with these land disposals. The entry analyzed was assumed to contain the following major characteristics:

Location: Minidoka County
Crops: Alfalfa, Barley, Potatoes
Farmable Acres: 210
Soil Types: 5 percent class II, 15 percent class III, 80 percent class IV

This analysis estimated net revenues of $1,800 per entry annually, based on total revenues of $109,300 and total costs of $107,500. *Included in these costs are labor costs of $4,931 per entry. This makes the total income per entry $6,731 (labor plus net revenue).* The crop enterprise budgets, summary table, and a listing of all assumptions made can be found in Appendix J.

Livestock Industry

To determine what impact the various alternatives would have on rancher income, ranch budgets were prepared. Budgets for four groups (three cattle, one sheep) were developed. The basic characteristics of each ranch budget group are shown in Table 3-1. The results of the budgeting are in Table 3-2. The full budgets, along with a complete description of the process used to develop the budgets, can be found in the Analysis of the Management Situation for the Monument RMP, on file in the Shoshone District Office.

Total returns above cash costs for all planning area permittees would be $1,333,300.

TABLE 3-1

BASIC RANCH GROUP CHARACTERISTICS

Group	Herd Size	Class	Number of Permittees	Five-Year Average Use
1	0 - 100	Cattle	63	11,622
2	101 - 250	Cattle	46	22,363
3	251 or more	Cattle	29	34,231
4	All	Sheep	27	29,676

TABLE 3-2

RANCH BUDGET SUMMARY

	Group 1	Group 2	Group 3	Group 4
Total Revenue	$ 19,829	$ 51,595	$169,614	$290,241
Total Costs	$ 48,664	$ 95,866	$231,551	$401,525
Cash Costs	17,664	49,016	158,051	262,725
Other Costs	31,000	46,850	73,500	138,800
Returns				
Above Cash Costs	$ 2,165	$ 2,579	$ 11,563	$ 27,516
Above Cash Costs and Family Labor	-7,835	-9,421	-2,937	12,516
To Total Investment	-19,835	-23,421	-20,437	-1,984
To Land	-22,235	-28,671	-34,237	-34,584

Permit Values

As early as 1925, it was recognized that the annual value of the Federal grazing privilege was being capitalized into rancher property. "It is argued that long use of the range in connection with the early settlement of agricultural lands has resulted in capitalizing the values of public pasturage as part of the value of the ranch..." (USDA 1925).

A report published by the Utah State University Experiment Station stated, "There was nothing illegal or unethical in the fact that grazing permits took on value; ranchers just reacted to an economic situation that was created by government policy. Permit values rose because ranchers who have grazing permits were capturing economic rents in the form of low cost grazing, i.e., the grazing fee and recognized non-fee costs did not equal the value of the grazing to ranches. Thus, the authorization to use the federal lands and the associated economic rents were capitalized into rancher-owned assets. This value could show up either as a permit value or as an increased value of the commensurate property." (Nielson and Workman 1971)

BLM's position on permit values is based on very explicit language in Section 3 of the Taylor Grazing Act of 1934, which states "...so far as consistent with the purposes and provisions of this Act, grazing privileges recognized and acknowledged shall be adequately safeguarded, but the creation of a grazing district or the issuance of a permit pursuant to the provisions of this Act shall not create any right, title, interest, or state on or to the lands." Thus, any capitalized value associated with grazing permits has no legal basis, and, as a result a rancher has no compensation for loss of this value.

Magazine articles and research results have often been in conflict on the subject of permit values. Nevada rancher, Dean Rhoads, in an article in the New West Magazine stated that "...the forage right for a single cow on the public range now sells for anywhere from $1,500 to $3,000 in the Elko area." (Boly 1980) A survey done in New Mexico by ranch appraisers and credit officers placed the value of Forest Service permits at between $944 and $1,163 per animal unit, depending on the area in New Mexico. Bureau of Land Management values varied from $667 to $888 (Fowler and Gray 1980). On the other hand, a study in eastern Oregon found "...the inclusion of public grazing privileges were found to have no significant impact on the level of private grazing land sale prices" (Winter and Whittaker 1979).

Any impact to capital value of grazing permits is only realized at time of ranch sale. Also, the Bureau is currently studying the grazing fee formula. If this study results in setting grazing fees such that the fee plus non-fee costs equal the value of the grazing to the rancher, then all capital value will be eliminated.

CHAPTER 4

ENVIRONMENTAL CONSEQUENCES

INTRODUCTION

This chapter discusses the environmental consequences of selection and implementation of each of the alternatives described in Chapter 2. The discussion for each alternative identifies impacts on each resource component of the affected environment described in Chapter 3. The identified environmental consequences provide the basis for selection of a proposed RMP in conjunction with public input and coordination with State and local governments, other Federal agencies, and Indian tribes.

EFFECTS OF THE ALTERNATIVES

Alternative A

Fire Management

Average wildfire numbers and size from recent years would be expected to continue in Alternative A; 81 fires per year and 34,000 acres burned per year. No increasing or decreasing trend would be expected over the long term.

Wildlife

Under this alternative, 87 tracts now under the Isolated Tract HMP would remain in Federal ownership and would continue to be managed for wildlife habitat protection.

Where specific numbers of animals are listed below, we anticipate that 50 percent of the change would occur within 5 years, and the remaining 50 percent within 20 years. Refer to Appendix C "Methodology" for an explanation of how the numbers were derived.

Bliss Rapids Snail (Candidate Endangered). Dewatering or creation of slack water would destroy populations of this species if these actions occurred. The future extent of these actions is unpredictable.

Ferruginous Hawk (Candidate Threatened). A population increase could be expected as a result of the placement of artificial nest structures.

Swainson's Hawk (Candidate Threatened). An unknown population increase could be expected, as all 87 wildlife tracts would be maintained in habitat suitable for this species. Artificial or natural nest sites could potentially be provided on any or all of these tracts. By maintaining a large number and variety of these tracts, chances of success in attracting breeding Swainson's hawks are increased.

Burrowing Owl (Sensitive). A net gain of 14 breeding pairs could be expected as a result of providing artificial nest structures on some of the 87 Isolated Tracts.

Shoshone Sculpin *(Candidate Endangered)*. The populations of this species and its habitat in Box Canyon and Blue Heart Springs are currently exposed to three threatening actions--sedimentation from return irrigation flow, soil disturbance within Box Canyon, and most importantly, dewatering. The future extent of these actions is unpredictable.

Ring-Necked Pheasant. A net increase of 5,200 birds could be expected mainly as a result of brush protection and seedings on Isolated Tracts. The population would increase as a result of better winter cover and also improved nesting cover.

Gray Partridge (Hungarian Partridge). A net increase of 870 birds could be expected for the same reasons as those cited for pheasants.

Sage Grouse. No change.

Pronghorn. A net increase of 26 animals could be expected mainly due to seedings, brush protection, and brush enhancement on certain Isolated Tracts. These tracts would be of value as winter range and as fawning cover.

Mule Deer. A net increase of 17 animals could expected due to seedings and brush cover on Isolated Tracts that would be of value to resident deer and some wintering animals.

Hybrid Cutthroat/Rainbow Trout. Currently, sedimentation in the spawning habitat of this unique population is an identified negative effect. However, other unforeseen negative effects may arise in the future.

Non-Game Species. A net increase of 1,900 pairs of breeding birds could be expected primarily through increased habitat quality and diversity on Isolated Tracts. A small loss of breeding pairs would occur on transfer lands.

Livestock Forage

Grazing Management. Under this alternative, the stocking rate would be *97,562* AUMs. This is a decrease of *51,573* (35 percent) from the active preference of 149,135 AUMs.

Land transfer would result in a loss of *330* AUMs from the five-year average actual use of 97,892 AUMs. Four allotments would be entirely eliminated by land transfer.

Conversion of sheep AUMs to cattle AUMs would take place on four allotments with existing AMPs which specifically address conversions. This would amount to only 4,982 AUMs converted from sheep use to cattle use. As a result, the amount of nonuse would increase significantly if the sheep industry continues to decline.

See Table D-3 in Appendix D for allotment-specific details.

Vegetation. Vegetation trend in the planning area is expected to be controlled by the influences of cheatgrass. Long-term (27 years) photo points, permanent photo trend plots, and apparent trend observations all provide supportive evidence for the stability of cheatgrass-dominated vegetation types. Downward trends are expected to continue on problem areas and upward trends are expected on areas dominated by perennial vegetation. Stable trends are expected on the remainder of the planning area. Below is a summary of the expected trends for this alternative.

Upward	21 percent
Stable	74 percent
Downward	5 percent

Range condition would continue to decline on downward trend areas due to seasonal grazing and livestock distribution problems resulting from lack of water and rough, rocky terrain. Continued improvement should occur in upward trend areas, but no change in condition is expected on areas with stable trend. The dampening effects of cheatgrass on successional change would make plant community changes subtle and changes of condition slow to occur (Robertson and Pearse 1945; Hironaka and Tisdale 1963; Young, Evans, and Major 1972). Virtually all of the poor condition range lacks sufficient native species to provide an adequate seed source for an improvement in condition. Continued high fire frequencies and competition from cheatgrass are expected to prevent condition class changes in this alternative. Present condition classes are:

Good	2 percent
Fair	8 percent
Poor	70 percent
Seeded	20 percent

Refer to Appendix D, "Projecting Ecological Condition and Trend" for an explanation of how the projections above were derived.

No ACEC designations would be made under this alternative. Proposed ACECs would not be lost to land transfer, but special management for protection of these tracts from disturbance would not be implemented either. Both the Substation Tract and the Silver Sage Playa would be susceptible to disturbances, especially burning.

Threatened and Endangered Plants. No effects on Threatened or Endangered plants are expected to occur under this alternative.

Lands

Transfer of 3,458 acres could occur under this alternative through public sales, exchanges, or R&PPs (refer to Table 2-2). No transfer of lands currently under Desert Land Act and Carey Act application would occur. This would result in adverse actions being taken on 5,570 acres of land under Desert Land Entry application and 38,420 acres of land under Carey Act application.

The transfer of public lands has the potential for significant adverse impacts on other resource and public values. The loss of public land base would eliminate the availability of these lands for future use by the public and the Federal government. It is assumed that the lands would be put to a single use (housing, agriculture, etc.) and the multiple use values would be lost or diminished. Legal, existing uses would be protected and mineral rights would be reserved to the government in most cases.

Transfers could reduce problem management areas for BLM, protect private land investments and values, and add to the local tax base. *Transfers* would be selected which better consolidate land ownership patterns, thereby improving management.

The transfer of public lands would affect each resource to varying degrees. The overall impacts are somewhat proportional to the acreages involved and are discussed in the environmental consequences narrative for each resource.

Actions for leases, easements, permits, and rights-of-way would continue to be allowed. Mitigation of any adverse effects to the environment would be included in the use authorization.

Lands activities would be limited to those not involving motor vehicle use on 450 acres. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain developments.

Withdrawal review activities would occur in accordance with a specified schedule through 1991 (see Appendix E). As a result of this review, all lands now withdrawn by formal withdrawal or 'de facto' withdrawals (lands classifications) which prohibit some lands and minerals actions, could be opened to entry, settlement, or location under various land and mineral laws. Nearly all lands within the planning area are now encumbered, to some degree, by withdrawals and/or classifications. The removal of the withdrawal status and segregations provided for by the classifications would not, in itself, cause any impacts other than the administrative actions necessary to respond to filings for various lands uses. The retention of withdrawals and/or classifications would continue the restriction of certain entries and uses of the affected lands.

Existing, recognized (legal) uses of public lands transferred to private ownership would be protected. These protected uses include rights-of-way and public access and, in the case of sales, the privilege of continued grazing for the period specified in the permit or lease in existence at the time of the sale. Areas containing resource values such as wetland/riparian habitat and flood plains would be protected through patent reservations or encumbrances. Minerals would normally be reserved to the United States. In an exchange, mineral rights would be exchanged when the mineral rights on public lands and non-public are comparable. Local government needs, primarily for rights-of-way and sanitary landfills, would continue to be addressed on a case-by-case basis. Over 1,100 acres have use authorizations or are under consideration for allowance of sanitary landfill development. Lands needed for recreation and public purpose uses would be leased subject to an approved development and management plan that takes the needs of the populace and environmental protection into consideration. Lands used for sanitary landfills would not be available to the public for other uses until the site's usefulness for landfill purposes is exhausted. At that time, the lands would be rehabilitated for return to multiple use management or developed for some other purpose consistent with the Recreation and Public Purposes Act and the site capability.

The settlement of unauthorized use on public lands would result in payment of fair market value for past use and provide for rehabilitation of degraded areas. When the lands are retained in Federal ownership, continued use may be allowed under FLPMA authorization or a Sikes Act agreement for wildlife habitat improvement and maintenance.

Wilderness

Shale Butte WSA (57-2). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Although the entire WSA is accessible to trailbike use and, except for a number of very rough areas, four-wheel drive vehicles, recreational ORV use is presently low (less than 1,000 visits/year) in this unit. Long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use will increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the WSA.

Livestock management would require the occasional use of vehicles on ways inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity inside the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. Since fires occur frequently (one every five years), there is a fair chance that over the long term some damage to the wilderness resource due to fire suppression activities would occur. Fires would continue to create conditions that are unfavorable to vegetation that is representative of the potential natural vegetation for this area (Sagebrush-Steppe).

Sand Butte WSA (57-8). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Although the entire WSA is accessible to trailbike use, and in a few areas close to existing roads and ways accessible to four-wheel drive vehicles, recreational ORV use is presently low (less than 1,000 visits/year) in this unit. Long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use will increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the WSA.

Livestock management will require the occasional use of vehicles on ways and cherrystem roads inside the WSA for various management activities. This use will have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity inside the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. Some portions of the WSA have fires fairly frequently (three times in the last 25 years), although most of the WSA has burned at a much lower frequency. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness.

Raven's Eye WSA (57-10). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining and fire suppression could have adverse impacts on wilderness resources.

Approximately 47 percent of the WSA is accessible to trailbike use. A much smaller area, close to existing roads and ways, is accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less than 1,000 visits/year) in this unit, long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use will increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in those portions of the WSA that are accessible.

Livestock management would require the occasional use of vehicles on ways and cherrystem roads inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity on 47 percent of the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. The remainder of the WSA is so barren of vegetation that fires of more than an acre or two rarely occur. In addition, that part of the WSA is so rugged that fire suppression using heavy equipment would not be attempted. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness in those portions of the WSA accessible to heavy equipment.

Little Deer WSA (57-11). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Approximately 38 percent of the WSA is accessible to trailbike use. A much smaller area close to existing roads and ways is accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less than 1,000 visits/year) in this unit, long-term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use will increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in those portions of the WSA that are accessible.

Livestock management would require the occasional use of vehicles on ways and cherrystem roads inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity on 38 percent of the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. The remainder of the WSA is so barren of vegetation that fires of more than an acre or two rarely occur. In addition, that part of the WSA is so rugged that fire suppression using heavy equipment would not be attempted. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness in those portions of the WSA accessible to heavy equipment.

Bear Den Butte WSA (57-14). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Approximately 56 percent of the WSA is accessible to trailbike use. A much smaller area close to existing roads and ways accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less-than 1,000 visits/year) in this unit, long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use will increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in those portions of the WSA that are accessible.

Livestock management would require the occasional use of vehicles on ways inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity on 56 percent of the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. The remainder of the WSA is so barren of vegetation that fires of more than an acre or two rarely occur. In addition, that part of the WSA is so rugged that fire suppression using heavy equipment would not be attempted. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness in those portions of the WSA accessible to heavy equipment.

Shoshone WSA (59-7). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. The only activity that would have an adverse impact on wilderness values is mining. The WSA is so rugged that it is not used by other activities such as livestock management, recreational ORV use, and fire suppression.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Natural History

None of the areas of geologic interest (AGI) would have any special management. Improved access to AGI would accelerate vandalism and other man-caused agents of deterioration in four AGI covering *10,254* acres. Improved access to six AGI would increase the number of people exposed to natural hazards.

The proposed Dry Cataracts National Natural Landmark would be open to mineral material removal. Excavation of alluvial gravel deposits would adversely affect geological features that illustrate natural history related to the Bonneville Flood.

Diversion of water from springs in the proposed Box Canyon National Natural Landmark could adversely affect natural history values related to the unique alcove ecosystem in the area. No special emphasis would be given to the protection of natural history values when considering resource use proposals.

Cultural Resources

Since any Bureau authorized or initiated action recognizes and accommodates cultural resources by virtue of our standard operating procedures (see Appendix H), the only activity which may damage these resources is unplanned public use. Such activities include unauthorized recreational vehicle use, artifact collection, and illegal excavation for materials and antiquities. The location of these activities is impossible to predict and may occur in spite of measures designed to exclude or limit them.

The following restrictions would protect cultural resources from inadvertent disturbance associated with vehicle or machine use and/or the hazards associated with increased public use such as illegal collection of artifacts. The restricted areas are divided into high density and low density cultural resource occurrence areas as described in Chapter 3. Although the exact location and significance of cultural resources is not known, it is expected that the more acres of high density occurrence areas where the following limitations apply, the greater the benefit to cultural occurrence. Limitations in low density occurrence areas are less likely to effect cultural resources. ORV closures would protect sites on 450 acres in high density cultural resource areas. ORV limitations would protect 345 acres in high density cultural resource areas.

Recreation

Recreation use would continue its present upward trend. Use would increase because of local population increases, increased leisure time, and a greater influx of people into the area for recreation purposes. The largest use increase would be experienced in big game hunting and float boating. Refer to Table 2-3 for the projected growth rates in various recreation activities. Scenic quality in the Cedar Fields area will continue to deteriorate because of increased ORV activity.

Although recreation use would increase, opportunities would generally decrease in quality. Recreationists would experience greater competition for recreation resources and recreation-related conflicts would increase.

Soils

Erosion would continue at an average 4.8 tons/acre/year. Of the 1,178,989 acres in the planning area, 36,509 acres (3 percent) would have a severe erosion problem by the end of 20 years. This slight decrease from present conditions would be due to the continuing beneficial effects of ORV closures and limitations in fragile areas, and 150 acres of seeding to stabilize sand dunes. *Soil productivity could be reduced on 519 acres adjacent to and downwind from land transfers developed for agriculture because of sand deposition from new farm fields.* Appendix I contains a discussion about changes in erosion rates and the equations used to estimate erosion rates.

Minerals and Energy

In Alternative A 340 acres of existing material sites would be lost to public use by transfer from Federal ownership. Loss of these material sites could cause considerable hardship and higher costs to highway departments and the public who depend upon these sites for mineral materials. Two thousand five hundred sixty acres of possible mineral material deposits could be lost by transfer.

Transfer could create problems of split estate ownership, a situation where the surface is privately owned, but the subsurface mineral rights are Federally owned. This could make mineral exploration more complicated, time consuming, and expensive.

Economic Conditions

Appendix J contains a detailed comparison of the economic effects of each alternative.

Grazing-Related Economic Effects. There would be a slight decline in income with this alternative as a result of a loss of *330* AUMs through land disposals. This would represent an income loss of *$6,138* annually, which is less than 1 percent of current income generated by BLM grazing use. Table 4-1 shows the effects of this income loss by size group. Grazing-related employment would not be affected by this alternative. There would be no secondary income or employment effects from this alternative. There are no range improvements planned in this alternative.

TABLE 4-1

LIVESTOCK INCOME AND EMPLOYMENT CHANGES
ALTERNATIVE A

Size Group	Proposed Grazing Use	Change in Use	Income Change	Employment Change
1	11,583	- 39	- $ 725	-0-
2	22,288	- 75	- $1,395	-0-
3	34,116	-116	- $2,158	-0-
4	29,577	-100	- $1,860	-0-
Total	97,564	-330	- $6,138	-0-

Grazing fees are distributed in the following manner: 50 percent to range improvement fund, 37 1/2 percent to Federal treasury, 12 1/2 percent to State of Idaho (who redistributes it to the county of collection for range improvements). Based on a $2 grazing fee (the average fee over the grazing years 1979 to 1983 was $1.96), the following grazing fee collection reductions would take place with this alternative:

Range Improvement Fund	- $330
Federal Treasury	- $247
State of Idaho	- $ 83
Total	- $660

The total capital value of the AUMs lost would amount to between $18,000 and $81,000. This is based on the values reported in Boly (1980) and Fowler and Gray (1980). This alternative would not place the viability of any ranches in jeopardy.

Recreation-Related Economic Effects. By the end of 20 years, the income generated by recreation-related activities would increase by $2 million a year over present levels. This would generally benefit the retail trade industry and would represent a 15 percent increase in earnings over the present levels. This includes both primary and secondary income effects.

There would be approximately 202 jobs added in recreation-related employment by year 20. This would be an increase of 15 percent over current employment in the retail trade sector.

Crop Agriculture-Related Economic Effects. There would be no agricultural development of DLEs or Carey Acts in Alternative A.

Economic Effects of Land Transfers. Except as stated previously (Grazing Related Economic Effects), the primary economic effect of land transfers would be in the form of revenues or decreased operating costs to the Federal government. Assuming a benefit (either in revenues or decreased costs) of $100 per acre of lands transferred, then this alternative would have a land transfer benefit of $345,800.

Economic Effects of Fire Suppression. The basic economic effect of fire suppression is the cost to the government. It is estimated, based on the last three years average cost per fire, that annual fire suppression costs with this alternative would total $306,200.

Summary. This alternative would raise income over present levels by $2 million and employment by 202 jobs. The costs would be $306,200 annually. Although some minor grazing reductions would occur, no significant impacts to the economy would result from implementing this alternative.

Alternative B

Fire Management

A decrease of 5 percent in acres burned (1,700 acres) and 1 percent reduction in number of fires (1 fire) would occur in this alternative. The reductions would be primarily due to heavier grazing, which would account for about 3 percent of the decrease, and improved road maintenance, which would account for the other 2 percent reduction. The two proposed wilderness areas would pose no significant fire problems in this alternative.

Reductions would be averages measured on a long term basis. The number of fires and acres burned varies greatly from year to year.

Wildlife

Under this alternative, 57 of the 87 tracts under the existing Isolated Tract HMP would be available for transfer from Federal ownership. For analysis purposes, it is assumed that the 57 tracts would be transferred and converted to agricultural use. Nine other tracts would be dropped from the Isolated Tracts HMP, but would not be available for transfer from Federal ownership.

Where specific numbers of animals are listed below, we anticipate that 50 percent of the change would occur within 5 years, and the remaining 50 percent within 20 years. Refer to Appendix C "Methodology" for an explanation of how the numbers were derived.

Bliss Rapids Snail (Candidate Endangered). Under this alternative, the habitat of the snail would be afforded greater protection through designation of Box Canyon/Blueheart Springs and Vineyard Creek as ACECs. Even though other uses would be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this species.

Ferruginous Hawk (Candidate Threatened). A population increase could be expected as a result of the placement of artificial nest structures. Good potential sites for nest structures would receive additional protection from disturbing influences of future developments if the Little Deer WSA is designated wilderness.

Swainson's Hawk (Candidate Threatened). An unknown population increase could be expected, because the 21 wildlife tracts remaining would be maintained in habitat suitable for this species. Artificial nest sites could potentially be provided on any or all of these tracts. However, by maintaining only a few of these tracts, chances of success in attracting breeding Swainson's hawks would be reduced.

Burrowing Owl (Sensitive). A net loss of five breeding pairs could be expected. The positive effect of artificial nest site placement and burrow protection on the 21 Isolated Tracts would be offset by the transfer of habitat and conversion to agriculture. Some transfers would probably result in improved habitat for this species by providing a greater prey base associated with certain agricultural crops. Transfers may result in the increased availability of suitable nest sites from creation of rock piles when new fields are opened.

Shoshone Sculpin *(Candidate Endangered)*. Under this alternative, the habitat of the Shoshone sculpin would be afforded a greater degree of protection through designation of Box Canyon and Blueheart Springs as an ACEC. Even though other uses may be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this sensitive species. ACEC designation would give priority to managing for the needs of the species.

Ring-Necked Pheasant. No significant change in the population would be expected. Some existing habitat would be lost on transfer lands, but large areas of public land that currently are not suitable for pheasants could become suitable where adjacent agricultural development occurs.

Gray Partridge (Hungarian Partridge). No significant change in the populations would be expected for the same reason as those cited for pheasants.

Sage Grouse. A net population increase of 1.5 percent could be expected. There would be an improved forb component in prescribed burn areas and in some seedings for livestock forage. These forbs would be made available to grouse by the creation of a mosaic of treated and untreated areas where forage and cover would be in proximity. Development and implementation of a HMP for sage grouse habitat would maintain high rates of winter survival and increase brood rearing success.

Pronghorn. A net loss of 55 animals could be expected as a result of transfer of land for agricultural development; much of which is historic winter range. Conversion to agriculture would further reduce fawning cover in some areas. The net loss of pronghorn would be greater, but development and implementation of a HMP for pronghorn winter habitat would help increase winter survival. Development and implementation of a summer range HMP would also benefit pronghorn.

Mule Deer. A net loss of 42 animals could be expected due to transfer of public land for agricultural development and loss of habitat for resident deer. The loss would be slightly offset by the implementation of the HMP for pronghorn winter range which would also benefit some wintering deer.

Hybrid Cutthroat/Rainbow Trout. Under ACEC designation, the spawning habitat of this unique population would receive greater attention than without such designation.

Non-Game Species. A net loss of 7,100 pairs of breeding birds is expected as a result of the transfer and conversion of rangeland to agriculture. The modest increase expected on Isolated Tracts and in brush protection areas is inadequate to offset this loss.

Livestock Forage

Grazing Management. This alternative would allow a total of *149,977* AUMs of forage for livestock. It is an increase of *52,085* AUMs (53 percent) from the five-year average actual use, or *842* AUMs (1 percent), from active preference (149,135 AUMs).

There would be *13,199* AUMs lost as a result of land transfer and public land devoted to other uses. Transfer of land from Federal ownership would significantly affect (more than 10 percent of active preference) *44* allotments and *74* permittees. Twenty-*nine* allotments would be lost completely because of land transfer.

Reductions amounting to 3,310 AUMs would be made on two allotments to bring them within their estimated carrying capacity. This would affect nine permittees.

Increased forage would be available in six allotments, for a total of 7,304 AUMs, as a result of past management and land treatment. On a long term, an additional 6,737 AUMs would be realized from land treatment.

Wildfire would result in an average annual temporary suspension of 5,768 AUMs. This is to allow adequate time for the vegetation to recover from the effects of fire.

An estimated 22,860 sheep AUMs would be converted to cattle AUMs. As a result, the amount of nonuse attributable to the continued decline of the sheep industry would be reduced.

There would be no significant impact on permittees in allotments proposed for new AMP or CRMP development. Six of these plans would be prepared to implement conversions of sheep to cattle. In these allotments, permittees would have to spend more time on maintenance of range improvements, but would spend much less time tending livestock. One of the plans would alter existing management and another would implement a new management system. In these allotments, permittees would have to spend some additional time on maintenance of range improvements and tending livestock. The remaining proposed AMPs or CRMPs would formalize existing management in an allotment.

See Table D-3 in Appendix D for allotment specific data.

Vegetation. A proposed 53 percent increase in grazing use in this alternative would result in increased utilization of available forage. This grazing pressure would be offset by seeding 55,500 acres and conducting brush control on 19,000 acres to increase the amount and availability of forage. Fencing, water developments, and grazing systems would also aid in supporting this level of use. Also, the number of acres burned each year is expected to drop 5 percent in this alternative. Priority for seedings and improvements to aid livestock distribution will be given to problem areas, causing a shift of acreage from downward to stable trend. Improved livestock distribution and higher levels of use would increase grazing on upward trend areas, causing a shift of acreage from upward to stable trend. The dampening effects of cheatgrass on successional change would make plant community changes subtle and slow to occur (Robertson and Pearse 1945; Hironaka and Tisdale 1963; Young, Evans, and Major 1972). The projected trends for this alternative are:

Upward	19 percent
Stable	77 percent
Downward	4 percent

All seedings would be done in poor condition areas dominated by cheatgrass, causing a change from poor ecological condition to seeded on 7 percent of the planning area. Additional changes in condition classes should be precluded by higher livestock use. Competition from cheatgrass should also prevent significant change in plant composition (Robertson and Pearse 1945; Hironaka and Tisdale 1963; Young, Evans, and Major 1972). Condition classes would be as shown below:

Good	2 percent
Fair	8 percent
Poor	63 percent
Seeded	27 percent

Refer to Appendix D, "Projecting Ecological Condition and Trend" for an explanation of how the projections above were derived.

Land disposals would prevent designation of the Substation Tract and the Silver Sage Playa as ACECs. These tracts would be lost as relict study areas and a significant loss of scientific values would result.

Threatened and Endangered Plants. Proposed land treatments may have an effect on the Picabo milkvetch (Astragalus oniciformis), which is proposed for Federal listing as Endangered. Consultation procedures with U.S. Fish and Wildlife Service (FWS) regarding impacts to this species will be followed prior to any treatments. No detriment is expected from proposed stocking levels.

Lands

The acreages considered for *transfer from public ownership* under this alternative are shown in Table 2-2. The total area *available for transfer* includes 43,510 acres now under agricultural application. Allowances could occur on 5,330 acres of land under DLE application and 38,180 acres under Carey Act application. Denials would occur on 240 acres under DLE application and 240 acres under Carey Act application. Other *transfers* could occur through sales, exchanges, and R&PPs.

Impacts associated with lands *transfers* are the same as identified in Alternative A. Because of the greater amount of acreage involved, the impacts would, correspondingly, also be greater.

Land uses would be restricted to those compatible with wilderness management on 67,889 acres. For example, ORV use would be prohibited and no utility developments could be installed.

In addition to the wilderness acres discussed above, lands activities would be limited to those not involving motor vehicle use on 450 acres. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain developments.

Other non-transfer lands actions would continue under constraints set out in the resource management guidelines (see Chapter 2) and Standard Operating Procedures (see Appendix E) with the same general impacts identified in Alternative A.

Wilderness

Shale Butte WSA (57-2). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Although the entire WSA is accessible to trailbike use and, except for a number of very rough areas, four-wheel drive vehicles, recreational ORV use is presently low (less than 1,000 visits/year) in this unit. Long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use could increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the WSA.

Livestock management would require the occasional use of vehicles on ways inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activities inside the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. Since fires occur frequently (one every five years) there is a fair chance that over the long term some damage to the wilderness resource due to fire suppression activities would occur. Fires would continue to create conditions that are unfavorable to vegetation that is representative of the potential natural vegetation for this area (Sagebrush-Steppe).

Sand Butte WSA (57-8). None of the WSA would be recommended as suitable for wilderness. Slight beneficial affects to naturalness in the WSA would be realized from having less impact on vegetation from livestock. This would be due to more even distribution of livestock, which would be brought about by better water distribution in the WSA. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

The entire WSA is accessible to trailbike use. In a few areas close to existing roads and ways it is also accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less than 1,000 visits/year) in this unit, long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use could increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the WSA.

Facilities for livestock management would be developed that would have an adverse impact on the wilderness values of naturalness and solitude. One well and approximately eight miles of road would be constructed within the WSA. The road would affect naturalness on 36 acres in the unit. Frequent vehicle use to haul water during the spring and fall would adversely impact solitude on 5,091 acres in the WSA.

Although no mining claims exist within the WSA at present, new claims or leases and subsequent development would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity inside the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. Some portions of the WSA have fires fairly frequently (three times in the last twenty years), although most of the WSA has burned at a much lower frequency. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness.

Raven's Eye WSA (57-10). A portion of the WSA, 42,116 acres in size, would be recommended suitable for wilderness designation. The remaining 24,994 acres would be recommended as nonsuitable for wilderness. Beneficial impacts to those portions of the WSA recommended as suitable would be that all wilderness resources would be maintained. No impacts beneficial to the wilderness resource would be realized on the portion of the WSA recommended as nonsuitable. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources in the portion recommended as nonsuitable for designation.

None of the WSA recommended as suitable for wilderness designation would be subject to off-road vehicle use. All of the 24,944 acres recommended nonsuitable are accessible to trailbike use, and some areas along existing roads and ways are accessible to four-wheel drive vehicles. Recreational ORV use is presently low (less than 1,000 visits/year) in this unit. Long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use could increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the nonsuitable portion of the WSA.

No adverse impacts from livestock management would occur in the suitable portion of the WSA. In the nonsuitable portion of the WSA, three miles of road would be constructed to facilitate water hauling from a new well facility. The road would adversely affect the wilderness value of naturalness on fourteen acres. Traffic from frequent water hauling during the spring and fall would adversely affect the wilderness value of solitude on 1,910 acres.

Although no mining claims exist within the WSA at present, new claims or leases and subsequent development would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Use of heavy equipment to suppress fire in the suitable portion would be restricted to minimize adverse effects on wilderness character. In the nonsuitable portion of the WSA, fire suppression activities could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness.

Little Deer (57-11). A portion of the WSA, 25,773 acres in size, would be recommended suitable for wilderness designation. The remaining 7,758 acres would be recommended as nonsuitable for wilderness. Beneficial impacts to those portions of the WSA recommended as suitable would be that all wilderness resources would be maintained. No impacts beneficial to the wilderness resource would be realized on the portion of the WSA recommended as nonsuitable. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources in the portion recommended as nonsuitable for designation.

None of the WSA recommended as suitable for wilderness designation would be subject to off-road vehicle use. Approximately 79 percent of the 7,758 acres recommended nonsuitable is accessible to trailbike use and four-wheel drive vehicles. Recreational ORV use is presently low (less than 1,000 visits/year) in this unit. Long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use could increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the nonsuitable portion of the WSA.

Livestock management would require the occasional use of vehicles on ways inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, new claims or leases and subsequent development would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Use of heavy equipment to suppress fire in the suitable portion would be restricted to minimize adverse effects on wilderness character. In the non-suitable portion of the WSA, fire suppression activities could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness.

Bear Den Butte WSA (57-14). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Approximately 56 percent of the WSA is accessible to trailbike use. A much smaller area close to existing roads and ways is accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less than 1,000 visits/year) in this unit, long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use will increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in those portions of the WSA that are accessible.

Livestock management would require the occasional use of vehicles on ways inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity on 56 percent of the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. The remainder of the WSA is so barren of vegetation that fires of more than an acre or two rarely occur. In addition, that part of the WSA is so rugged that fire suppression using heavy equipment would not be attempted. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness in those portions of the WSA accessible to heavy equipment.

Shoshone WSA (59-7). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. The only activity that would have an adverse impact on wilderness values is mining. The WSA is so rugged that it is not used by other activities such as livestock management, recreational ORV use, and fire suppression.

Although no mining claims exist within the WSA at present, new claims or leases and subsequent development would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Natural History

Project work that occurred in four of the AGI would be examined to ensure that access to sensitive areas would not be improved.

Resource use proposals would be examined closely to protect naturalness in the Vineyard Creek ACEC. The remainder of the proposed Dry Cataracts National Natural Landmark would be open to mineral material removal. Excavation of alluvial gravel deposits would adversely affect geological features that illustrate natural history related to the Bonneville Flood.

Resource use proposals would be examined closely to prevent degradation of natural history values related to the unique alcove ecosystem in the proposed Box Canyon National Natural Landmark.

Cultural Resources

Since any Bureau authorized or initiated action recognizes and accommodates cultural resources by virtue of our standard operating procedures (see Appendix H), the only activity which may damage these resources is unplanned public use. Such activities include unauthorized recreational vehicle use, artifact collection, and illegal excavation for materials and antiquities. The location of these activities is impossible to predict and may occur in spite of measures designed to exclude or limit them.

Effects of Alternative B would be the same as Alternative A except that those areas closed to ORV usage include 5,550 acres in high density cultural resource areas and 63,920 acres in low density cultural resource areas. ORV usage would be limited in 2,240 acres of high density cultural resource areas in the Cedar Fields SRMA. Limited disturbance on 78,120 acres would serve to protect sites on 7,685 acres of high density cultural resource areas. Limited disturbance refers to limited use of heavy equipment in fire suppression in WSAs recommended suitable, the Cedar Fields SRMA, Devil's Corral, and Areas of Geologic Interest.

Recreation

The growth rates discussed below are long-term (20-year) projections. The projected growth rates, both short-term (5-year) and long-term, are listed in Table 2-3 for various recreation activities.

Recreation growth, in general, would continue but at a slower rate than under present management as reflected in Alternative A. Some recreation activities would experience accelerated growth, and some would experience a decline from present growth rates. Recreation opportunities would generally decrease in quality. Recreationists would experience greater competition for recreation resources and recreation-related conflicts would increase.

Float boating would be the most impacted recreation activity under this alternative. Floating activity would increase 347 percent compared to a 400 percent gain if present management would continue. This would occur as a result of the transfer of the only two access points to the Murtaugh segment of the Snake River.

Pheasant hunting would increase 64 percent compared to 88 percent under present management because of the loss of Isolated Tracts and transfer areas. Some of these areas are huntable and most provide cover. An increase in agricultural acreage is not expected to fully compensate for the loss of cover and many of the transferred areas would probably be posted to exclude hunters, once in private ownership. Hungarian partridge hunting would be similarly affected, although to a lesser extent.

Nature study would experience a 46 percent increase compared to 40 percent under Alternative A. This would occur as a result of wilderness designation of portions of Raven's Eye and Little Deer WSAs and by encouraging the reduction of sedimentation in lower Vineyard Creek. Wilderness designation would improve or maintain the natural character of these areas by excluding disturbing influences such as ORVs, rangeland improvements, and potential utility or transportation corridors. Lower sediment levels in Vineyard Creek would enhance the natural character of the area by improving the fisheries habitat for spawning hybrid cutthroat trout and the visual quality of the stream. *The special designation status of the Box Canyon/Blueheart Springs and Vineyard Creek ACECs and the two WSAs would increase public awareness of the areas. This would also contribute to the increase in nature study.*

Off-road vehicle use would increase slightly as a result of lifting limitations on ORV use within a portion of the Snake River Rim Recreation Area. This increase would be moderated by a loss of some ORV opportunities in portions of Raven's Eye and Little Deer WSAs, which would be recommended as suitable for wilderness and closed to ORV activity.

Potential for developing a cross-country ORV trail between the Snake River Rim SRMA and Bear Trap Cave would be preserved. Tracts vital to development of the trail would be retained in Federal ownership.

Scenic quality in Cedar Fields would improve as a result of ORV limitations in the area. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality in Vineyard Creek and Box Canyon.

Soils

Erosion would increase by 13 percent to an average 5.4 tons/acre/year. Of the 1,178,989 acres in the planning area, 38,936 acres (3 percent) would have a severe erosion problem by the end of 20 years. This increase from present condition would be primarily due to increased livestock stocking rates, land treatments, and management facilities. These activities would reduce vegetation cover. In the case of land treatments, the actual effect would be short term at the time the vegetation and/or soil is disturbed. However, the effect has been averaged into the long term for this analysis. Erosion would be reduced on 1,968 acres of ORV closures or limitations, 1,700 acres by reducing wildfires, and on 150 acres of sand dunes proposed for seeding. Soil productivity could be reduced on 19,712 acres adjacent to and downwind from land transfers developed for agriculture *because of sand deposition from new farm fields.* Appendix I contains a discussion about changes in erosion rates and the equations used to estimate erosion rates.

Minerals and Energy

Wilderness designation would restrict mineral activities on 67,889 acres. New mining claims would be prohibited after wilderness designation, as well as sale or free-use of mineral materials. Valid existing rights of mining claimants would be protected. Few locatable mineral resources have been identified to date. No significant mineral resources are known to occur within the WSAs recommended suitable. Energy mineral leasing activities could be restricted to protect wilderness character. Areas within WSAs are considered to have low potential for oil and gas and geothermal energy production and there has been little or no exploration activity.

Minor restriction of mining activity would result from ORV limitations on 2,240 acres of lands designated mineral in character in the Cedar Fields SRMA.

Minor restriction of mineral lease development would result from surface occupancy restrictions in Vineyard Creek ACEC, Box Canyon/Blueheart Springs ACEC, and Areas of Geologic Interest.

Material sites currently in use on 620 acres would be lost to public use by transfer. *Possible mineral material deposits on 3,543 acres would be lost by transfer.* Loss of these material sites could cause considerable hardship and higher costs to highway departments and the public who depend upon these sites for mineral materials.

Transfer could create problems of split estate ownership, a situation where the surface is privately owned, but the subsurface mineral rights are Federally owned. This could make mineral exploration more complicated, time consuming, and expensive.

Economic Conditions

Appendix J contains a detailed comparison of the economic effects of each alternative.

Grazing-Related Economic Effects. By the end of 20 years, this alternative would generate additional income for the livestock permittees of $971,000 annually. This is based on ranch budget results. The effects by size group are shown in Table 4-2. This would be a 73 percent increase over current income generated by BLM grazing use in the planning area. This would be less than a 1 percent increase in income to the agricultural sector of the economy. Grazing-related employment would increase by 53 jobs. This would be roughly a 1 percent increase in agriculture sector employment.

TABLE 4-2

LIVESTOCK INCOME AND EMPLOYMENT CHANGES
ALTERNATIVE B

Size Group	Proposed Grazing Use	Change in Use	Income Change	Employment Change
1	*17,805*	+ *6,183*	+ $115,283	+ 6.3
2	*34,262*	+*11,899*	+ $221,842	+12.2
3	*52,444*	+*18,213*	+ $339,562	+18.7
4	*45,466*	+*15,790*	+ $294,382	+16.2
Total	*149,977*	+*52,085*	+ $971,069	+53.4

The secondary (multiplier) effect of this alternative would add another $605,200 in earnings to the local economy and an additional 33 jobs.

There would be a total of $2,522,000 spent on range improvements under this alternative. This would convert to earnings of $1,447,900 and 65 jobs. This would be short term in nature and the jobs would only last until the improvements were installed. In addition, there would be annual maintenance costs of $42,100, which would convert to annual income of $24,200. This would add one job to the local economy.

Grazing fee collections would be increased with this alternative in the following manner:

Range Improvement Fund	+ *$ 52,085*
Federal Treasury	+ *$ 39,064*
State of Idaho	+ *$ 13,021*
Total	+ *$104,170*

The total capital value of the AUMs gained would amount to between $2.9 million and $13.1 million.

Recreation-Related Economic Effects. By the end of 20 years, the annual direct and secondary income generated by recreation-related activities would increase by $1.9 million over present levels. This would represent a 13 percent increase in retail trade earnings over present levels. There would be approximately 185 jobs added in recreation-related employment by year 20. This would be an increase of 13 percent over current retail trade employment.

Crop Agriculture-Related Economic Effects. *This alternative could lead to development for irrigated agriculture of 43,510 acres (assuming allowances on all acres). This is made up of 5,330 acres of Desert Land Act development and 38,180 acres of Carey Act development. This is assumed to equate to 207 new farms of 210 acres each.*

Electricity would be used to pump water from the Snake River Aquifer for irrigating these acres. In addition, water withdrawals from the aquifer reduces the stream flow in the river and thus reduces power production at dams downstream. It is estimated that each acre irrigated either uses or prevents generation downstream of 5,629 kwh (Chaney 1977, Hamilton and Lyman 1983, USDI-BLM 1979, Jones 1981). Electricity costs would range from 6.4 cents per kwh for electricity lost from downstream generated to 8.5 cents per kwh for electricity consumed pumping (Hamilton and Lyman 1983). The studies cited above indicate that the total electricity use/loss is evenly split with 2,801 kwh/acre used pumping (49.8 percent) and 2,828 kwh/acre lost from generated downstream (50.2 percent). The total cost of electricity used and lost would be $18.3 million (5,629 kwh/acre x 43,510 acres x $.0745/kwh [8.5 cents + 6.4 cents = 14.9 divided by 2 = 7.45 cents/kwh]). Current Idaho Power Company rates for irrigators are 2.3 cents per kwh used and $2.25 per kw of demand. This would equate to irrigators paying $2.9 million (16 percent) and other electricity consumers in the Columbia River System paying $15.4 million (84 percent).*

The potential production of crops resulting from agricultural development would be 11 percent of current planning area production of alfalfa, 18 percent of barley production, and 36 percent of potato production. Total potential production would be: Alfalfa - 48,486 tons; barley - 806,912 bushels; potatoes - 3,462,907 cwt. In the case of potatoes, it has been estimated that a 1 percent increase in nationwide production leads to a 6.6 percent decrease in price (Schermerhorn 1977). The production of 3.46 million cwt would be 1 percent of national production (318.3 million cwt in 1980). On the other hand, a study done for BLM in 1979 (Blakeslee 1979) indicated that for every 100 acres of new potato acreage in southwest Idaho, 90 acres of existing potato acreage would go out of production somewhere else in Idaho, the northwest, or the nation. It is assumed that this would hold true for southcentral Idaho as well. This would mean that the net addition to national potato production would be only 346,291 cwt, or 0.1 percent of national production. The impact on overall potato prices would be minimal. The Blakeslee study stated that "the displacement effect need not represent a great decline in economic well-being among those who leave or reduce potato production. This is because it is not the average producing unit which leaves under such circumstances. Rather, it is the one for which potato production was originally only a marginal choice relative to the next best economic alternative. Presumably,

**Personal Communication, Idaho Power Company 1984.*

not much economic well-being is lost when such units take up the next best alternative rather than continue in potato production" (Blakeslee 1979). Data on the production and price relationships of other crops is not available. The development of irrigated agriculture on 43,510 acres could lead to one-time costs of installing water delivery and irrigation systems of $13.9 million ($67,000 per farm x 207 farms). Annual expenditures for seed, fertilizers, herbicides, and fungicides would be $7.5 million (BLM 1984). An additional $1.2 million would be spent on fuel for tractors and equipment (Powell and Lindeberg 1981). See Appendix J for the basic assumptions and resulting farm budgets used in this analysis.

Agricultural development would increase farm income by $6,731 per farm (see Chapter 3). This would be a total direct income gain of $1.4 million with this alternative ($6,731 x 207 farms). There would be secondary income gains resulting from the expenditures made for farm operations identified above. The total annual expenditures would be $8.7 million ($7.5 million for seed, fertilizers, etc. and $1.2 million for fuel). The earning to gross output ratio for the wholesale and retail trade industry is 0.3969 (see Chapter 3, page 3-36). This means that this level of expenditures would convert to earnings of $3.4 million. Ranchers currently using these areas to graze livestock would lose a total of 8,648 AUMs. Based on the ranch budgeting results, it is estimated that each lost AUM would reduce permittee income by $18.60. This means that the AUMs lost due to agricultural development would reduce total rancher income by $160,900. Based on the gross output multipliers for the livestock industry (found in Chapter 3, page 3-36), it is estimated that there would be secondary income losses of approximately $248,800 associated with the reduction in rancher income. In addition, ranchers could lose capital value due to lost grazing privileges in the range of $480,700 to $2,162,000 (Boly 1980, Fowler and Gray 1980). It should be noted that overall grazing levels are increased under this alternative (see above) and these impacts pertain only to those permittees currently using the land to be developed for irrigated agriculture for grazing.

Farm employment would increase by the full-time equivalent (FTE) of 77 jobs. Secondary employment from the development of 207 new farms would increase by the full-time equivalent of 350 jobs. Ranch employment would decline by the full-time equivalent of 9 jobs, while ranch-related secondary employment would decline by 14 FTEs. The total net employment change would be a gain of 68 direct and 336 secondary or 404 total full-time equivalents.

Land Transfers. This alternative would have a land transfer benefit of *$3,678,400.* Desert land and Carey Act transfers were not valued since the government gets virtually no payment for them and disposal of these tracts may or may not reduce operating costs. The economic value of such developments was estimated in the above discussion.

Fire Suppression. Annual fire suppression costs would total $302,400. An additional $6,000 would be spent to maintain roads for fire breaks and for getting equipment to fire locations.

Summary. *Total earnings (direct and secondary) would be increased by $7.9 million and employment by 676 jobs. The costs for range improvements and fire suppression would amount to $476,600 annually. The livestock industry would receive significant benefits, partly at the expense of recreation-related activities. Some income and employment losses would occur in the livestock industry as a result of agricultural development. The crop agriculture industry would also receive significant benefits, largely at the expense of other ratepayers (including existing farmers) in the Columbia River system that would pay 84 percent of the total cost of electricity.*

Alternative C

Fire Management

No change in acres burned and no change in number of fires are anticipated in this alternative. There would be an increase within the Sand Butte WSA (6 percent increase), but this would be offset by the increase in grazing (3 percent decrease) and the increase in road maintenance (3 percent decrease). The Sand Butte WSA has shown numerous starts in the area and has had three large fires within the area in the last 25 years. This has been with total suppression action. With no or limited action, the size and frequency of large fires should increase greatly. Efforts to keep fires originating outside the WSA from entering the WSA would increase suppression costs.

Increases would be averages measured on a long term basis. The number of fires and acres burned varies greatly from year to year.

Wildlife

Under this alternative, it is assumed only 5 of the 87 Isolated Tracts would be transferred from Federal ownership and converted to agricultural use. Other tracts would be dropped from the Isolated Tracts program but not transferred. The Bureau of Reclamation development would include five existing Isolated Tracts which would be managed by Reclamation for wildlife habitat. Some tracts would be added to the Isolated Tracts program. The net result would be 92 Isolated Tracts in the planning area.

Where specific numbers of animals are listed below, we anticipate that 50 percent of the change would occur within 5 years, and the remaining 50 percent within 20 years. Refer to Appendix C, "Methodology" for an explanation of how the numbers were derived.

Bliss Rapids Snail (Candidate Endangered). Under this alternative, the habitat of the snail would be afforded greater protection through designation of Box Canyon/Blueheart Springs and Vineyard Creek as ACECs. Even though other uses would be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this species.

Ferruginous Hawk (Candidate Threatened). A population increase could be expected as a result of the placement of artificial nest structures. The only known nest site plus excellent potential sites for nest structures would receive additional protection from disturbing influences of future developments if the Sand Butte and Raven's Eye WSAs are designated wilderness.

Swainson's Hawk (Candidate Threatened). An unknown population increase could be expected because the *92* wildlife tracts would be maintained in habitat suitable for this species. By maintaining a large number and variety of these tracts, chances of success in attracting breeding Swainson's hawks are increased.

Burrowing Owl (Sensitive). A net gain of eight breeding pairs could be expected. The positive effect of artificial nest site placement and burrow protection on the *92* Isolated Tracts would only be partially offset by transfer of habitat and conversion to agriculture. Some transfers would probably result in an improved habitat for this species by providing a greater prey base associated with certain agricultural crops. Transfers could also result in an increased availability of suitable nest sites through creation of rock piles in newly opened fields.

Shoshone Sculpin *(Candidate Endangered)*. Under this alternative, the habitat of the Shoshone sculpin would be afforded a greater degree of protection through designation of Box Canyon and Blueheart Springs as an ACEC. Even though other uses may be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this sensitive species. ACEC designation would give priority to managing for the needs of the species.

Ring-Necked Pheasant. A net increase of *6,600* birds could be expected. Substantial population increases would result from protection and improvement of winter and nesting cover on Isolated Tracts and on Bureau of Reclamation transfer lands. There would be a smaller positive effect as a result of agricultural development on transfer lands that are not currently suitable pheasant habitat. Only part of these benefits would be offset by loss of habitat on other transfer lands.

Gray Partridge (Hungarian Partridge). A net increase of *1,100* birds could be expected for the same reasons as those cited for pheasants.

Sage Grouse. A net population increase of 1 percent could be expected. There would be an improved forb component in prescribed burn areas and in some seedings for livestock forage. These forbs would be made available to grouse by the creation of a mosaic of treated and untreated areas where forage and cover would be in proximity. Development and implementation of a HMP for sage grouse would maintain high winter survival and improve brood rearing success.

Pronghorn. A net loss of *11* animals could be expected. Development and implementation of a HMP for pronghorn winter habitat would help increase winter survival. Development of a summer range HMP would also benefit pronghorn. Positive effects would result from seedings and brush protection on Isolated Tracts that would improve winter range and fawning cover. However, these would be offset by greater negative effects of the transfer of land, much of which is historic winter range.

Mule Deer. A net loss of *two* deer could be expected due to transfer of public lands and a loss of habitat for resident deer. Losses due to transfer would be greater, but those negative effects would be offset by seedings and brush protection on Isolated Tracts that would be of value to resident deer and some wintering animals. Implementation of a HMP for pronghorn winter range would benefit some wintering deer.

Hybrid Cutthroat/Rainbow Trout. Under ACEC designation, the spawning habitat of this unique population would receive greater attention than without such designation.

Non-Game Species. A net loss of *3,200* pairs of breeding birds could be expected as a result of the conversion of identified tracts to agricultural use. The increase expected on Isolated Tracts and in brush pocket protection areas would be too low to completely offset this loss.

Livestock Forage

Grazing Management. This alternative would result in *142,879* AUMs of livestock forage available in the long term. This would represent a *46* percent *(44,987 AUMs)* increase in use from the five-year average actual use and a *4* percent *(6,256 AUMs)* decrease from present active preference (149,135 AUMs).

There would be *11,678* AUMs lost due to land disposal and lands devoted to other public uses. Transfer of land from Federal ownership would significantly affect (more than 10 percent of active preference) 34 allotments and 56 permittees. Twenty-one allotments would be lost completely because of land transfer.

Reductions from active preference to bring grazing levels within carrying capacity would take place on seven allotments, for a total of 8,427 AUMs. This would affect 37 permittees.

An increase from present active preference of 10,264 AUMs would be realized from past management and land treatment in the short term. This would affect five allotments.

Wildfire would have a significant effect within the planning area. An average of 5,667 AUMs would be lost temporarily. This is a result of removing livestock for two growing seasons to allow for vegetation recovery.

An estimated 21,910 sheep AUMs would be converted to cattle AUMs. As a result, the amount of nonuse attributable to the continued decline of the sheep industry would be reduced.

There would be no significant impact on permittees in allotments proposed for new AMP or CRMP development. Six of these plans would be prepared to implement conversion of sheep to cattle. In these allotments, permittees would have to spend more time on maintenance of range improvements, but would spend much less time tending livestock. One of the plans would alter existing management and another would implement a new management system. In these allotments, permittees would have to spend some additional time on maintenance of range improvements and tending livestock. The remaining proposed AMPs or CRMPs would formalize existing management in an allotment.

See Table D-3 in Appendix D for allotment specific information.

Vegetation. A 48 percent increase in AUMs (from actual use) is proposed for this alternative. Seedings are proposed for 25,500 acres, and 19,000 acres of brush control are planned. Land treatments and other range developments would provide support for the increased forage demand and vegetation responses would be similar to those projected under Alternative B. The projected trends for Alternative C are:

Upward	20 percent
Stable	76 percent
Downward	4 percent

Changes in condition classes for this alternative would be limited to a shift from poor condition to seeded on 2 percent of the planning area. The expected condition class breakdown would be:

Good	2 percent
Fair	8 percent
Poor	68 percent
Seeded	22 percent

Refer to Appendix D, "Projecting Ecological Condition and Trend" for an explanation of how the projections above were derived.

The Substation Tract would be designated an ACEC in this alternative. Special management considerations could be implemented and significant scientific values would be preserved. Land disposal actions would prevent designation of the Silver Sage Playa as an ACEC. This action would cause loss of this relict area.

Threatened and Endangered Plants. Proposed land treatments may have an effect on the Picabo milkvetch (Astragalus oniciformis), which is proposed for Federal listing as Endangered. Consultation procedures with U.S. Fish and Wildlife Service (FWS) regarding impacts to this species will be followed prior to any treatments. No detriment is expected from proposed stocking levels.

Lands

Under this alternative, *54,420* acres could be transferred, including *2,155* acres now under DLE application and *24,415* acres now under Carey Act application. This does not include 3,751 acres to be developed by the Bureau of Reclamation. Other disposals include sales, exchanges, and R&PPs.

Desert Land Entry applications for *3,415* acres would be denied as would *14,005* acres under Carey Act application.

Impacts associated with lands *transfers* are the same as identified in Alternative A. Because of the greater amount of acreage involved, the impacts would, correspondingly, also be greater.

Land uses would be restricted to those compatible with wilderness management on 87,902 acres. For example, ORV use would be prohibited and no utility developments could be installed.

In addition to the wilderness acres discussed above, lands activities would be limited to those not involving motor vehicle use on 2,201 acres. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain developments.

Other non-transfer lands actions would continue under constraints set out in the resource management guidelines (see Chapter 2) and Standard Operating Procedures (see Appendix E) with the same general impacts identified in Alternative A.

Wilderness

Shale Butte WSA (57-2). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

The entire WSA is accessible to trailbike use and, except for a number of very rough areas, four-wheel drive vehicles. Recreational ORV use is presently low (less than 1,000 visits/year) in this unit. Long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use could increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the WSA.

Livestock management would require the occasional use of vehicles on ways inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activities inside the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. Since fires occur frequently (one every five years) there is a fair chance that over the long term some damage to the wilderness resource due to fire suppression activities would occur. Fires would continue to create conditions that are unfavorable to vegetation that is representative of the potential natural vegetation for this area (Sagebrush-Steppe).

Sand Butte WSA (57-8). All of the WSA would be recommended suitable for wilderness designation. If designated, wilderness resource values would be maintained throughout the WSA. Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness values of solitude. Boundary roads would be improved and maintained to facilitate fire suppression. The wilderness value of naturalness would benefit from this since fewer fires would burn into the WSA from outside the unit and a more natural fire cycle could be established. However, restricted fire suppression inside the WSA could result in a larger average fire size for fires that start within the unit.

If Congress does not designate the area wilderness and it is dropped from further wilderness study, activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Although the entire WSA is accessible to trailbike use, and in a few areas close to existing roads and ways accessible to four-wheel drive vehicles, recreational ORV use is presently low (less than 1,000 visits/year) in this unit. Long-term use trends for the region (Idaho Department of Parks and Recreation 1977) indicate that ORV use would increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in the WSA.

Livestock management would require the occasional use of vehicles on ways and cherrystem roads inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity inside the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. Some portions of the WSA have fires fairly frequently (three times in the last 25 years), although most of the WSA has burned at a much lower frequency. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness.

Raven's Eye WSA (57-10). All of the WSA would be recommended suitable for wilderness designation. If designated wilderness, resource values would be maintained throughout the WSA. Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness values of solitude. Boundary roads would be improved and maintained to facilitate fire suppression. The wilderness value of naturalness would benefit from this since fewer fires would burn into the WSA from outside the unit and a more natural fire cycle could be established. However, restricted fire suppression inside the WSA could result in a larger average fire size for fires that start within the unit.

If Congress does not designate the WSA wilderness and it is dropped from further wilderness study, activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Approximately 47 percent of the WSA is accessible to trailbike use. A much smaller area, close to existing roads and ways, is accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less than 1,000 visits/year) in this unit, long-term use trends for the region (Idaho Department of Parks and Recreation 1977) indicate that ORV use would increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in those portions of the WSA that are accessible.

Livestock management would require the occasional use of vehicles on ways and cherrystem roads inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activity on 47 percent of the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. The remainder of the WSA is so barren of vegetation that fires of more than an acre or two rarely occur. In addition, that part of the WSA is so rugged that fire suppression using heavy equipment would not be attempted. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness in those portions of the WSA accessible to heavy equipment.

Little Deer WSA (57-11). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Approximately 38 percent of the WSA is accessible to trailbike use. A smaller area close to existing roads and ways is accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less than 1,000 visits/year) in this unit, long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use could increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in those portions of the WSA that are accessible.

Livestock management requires the occasional use of vehicles on ways and cherrystem roads inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activities on 38 percent of the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. The remainder of the WSA is so barren of vegetation that fires of more than an acre or two rarely occur. In addition, that part of the WSA is so rugged that fire suppression using heavy equipment would not be attempted. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness in those portions of the WSA accessible to heavy equipment.

Bear Den Butte WSA (57-14). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. Activities such as off-road vehicle (ORV) use, livestock management, mining, and fire suppression could have adverse impacts on wilderness resources.

Approximately 56 percent of the WSA is accessible to trailbike use. A much smaller area close to existing roads and ways is accessible to four-wheel drive vehicles. Although recreational ORV use is presently low (less than 1,000 visits/year) in this unit, long term use trends for the region (Idaho Department of Parks & Recreation 1977) indicate that ORV use could increase to levels that would have adverse impacts on wilderness values of naturalness and solitude in those portions of the WSA that are accessible.

Livestock management requires the occasional use of vehicles on ways inside the WSA for various management activities. This use would have a minor adverse impact on solitude values in the WSA.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Fire suppression activities on 56 percent of the WSA could include the use of heavy equipment that would have an adverse impact on the wilderness value of naturalness. The remainder of the WSA is so barren of vegetation that fires of more than an acre or two rarely occur. In addition, that part of the WSA is so rugged that fire suppression using heavy equipment would not be attempted. Given the fire history of this area, it is reasonable to assume that, over the long run, heavy equipment would be used in the unit for fire suppression. The use of this equipment would have an adverse impact on the wilderness value of naturalness in those portions of the WSA accessible to heavy equipment.

Shoshone WSA (59-7). None of the WSA would be recommended as suitable for wilderness. This alternative would have no beneficial impacts on the wilderness resource. The only activity that would have an adverse impact on wilderness values is mining. The WSA is so rugged that it is not used by other activities such as livestock management, recreational ORV use, and fire suppression.

Although no mining claims exist within the WSA at present, development of new claims or leases would have an adverse impact on wilderness values of naturalness and solitude. The potential for locatable or leasable minerals occurring in the WSA is low (Fredericksen and Fernette 1983), and the probability of damage to wilderness resources from mineral development is also low.

Natural History

Project work that occurred in four of the AGI would be examined to ensure that access to sensitive areas would not be improved.

Geologic formations associated with the Bonneville Flood would be protected from human disturbance that would impair natural history values in the proposed Dry Cataracts National Natural Landmark. This includes alluvial gravel deposits; mineral material sale and free use would be prohibited.

Resource use proposals would be examined closely to prevent degradation of natural history values related to the unique alcove ecosystem in the proposed Box Canyon National Natural Landmark.

Cultural Resources

Since any Bureau authorized or initiated action recognizes and accommodates cultural resources by virtue of our standard operating procedures (see Appendix H), the only activity which may damage these resources is unplanned public use. Such activities include unauthorized recreational vehicle use, artifact collection, and illegal excavation for materials and antiquities. The location of these activities is impossible to predict and may occur in spite of measures designed to exclude or limit them.

Effects of Alternative C would be the same as Alternative B with 5,550 acres of high density cultural resource areas being protected by ORV closure, 2,240 acres of high density areas protected by ORV limitations in the Cedar Fields SRMA, and 7,685 acres of high density areas protected by limited disturbance.

Recreation

The growth rates discussed below are long-term (20-year) projections. The projected growth rates, both short-term (5-year) and long-term, are listed in Table 2-3 for various recreation activities.

Growth of nature study, fishing and dispersed recreation activities would surpass growth of these activities if present management, as reflected in

Alternative A, would continue. Growth of hunting and ORV visitor use days would not be as pronounced as if present management were continued. Recreation opportunities would generally decrease in quality. Recreationists would experience greater competition for recreation resources and recreation-related conflicts would increase.

Nature study would experience a 48 percent increase in contrast to a 40 percent increase under present management. This would occur as a result of wilderness designation of Raven's Eye and Sand Butte WSAs and by the reduction of sediment in lower Vineyard Creek. Wilderness designation would improve or maintain the natural character of these areas by excluding disturbing influences such as ORVs, some rangeland improvements, and potential utility or transportation corridors. Lower sediment levels in Vineyard Creek would enhance the natural character of the area by improving the fisheries habitat for spawning hybrid cutthroat trout and the visual quality of the stream. *The special designation status of the Box Canyon/Blueheart Springs, Vineyard Creek, and Substation Tract ACECs and the two WSAs would increase public awareness of the areas. This would also contribute to the increase in nature study.*

Dispersed recreation activities such as hiking and camping would experience increases slightly above projected levels due to reduced interaction with ORVs in Sand Butte and Raven's Eye WSAs and an improved visual quality of Vineyard Creek. Increased contact between ORV users and horseback riders or hikers in the Snake River Rim area would reduce riding and hiking activities from the levels they may have attained had the existing ORV limitation been left in place.

Mule deer hunting activity would increase 291 percent rather than 300 percent in Alternative A as a result of wilderness designation of Raven's Eye and Sand Butte WSAs. The elimination of ORV use in these areas, resulting from wilderness designation, would make entry and game retrieval in these prime hunting areas more difficult.

Visitor use days attributable to pheasant and Hungarian partridge hunting would increase by 84 percent and 96 percent respectively. Alternative A would result in an 88 percent and 100 percent increase, respectively. Land transfer and agricultural development would adversely effect upland bird hunting by eliminating critical wintering cover for birds and access on these parcels. Access to huntable areas would be a major concern in the future as more private lands are posted. However, the Reclamation transfer would provide additional acres of pheasant habitat, most of which would be open to hunting.

Off-road vehicle use would increase by 99 percent compared to a 100 percent increase under present management as a result of ORV closures in wilderness areas and the associated Sand Butte closure area. Moderate limitations on ORV use in Cedar Fields would adversely effect ORV use. Lifting of the "Designated Roads and Trails Only" ORV limitation in a portion of the Snake River Rim area would expand ORV opportunities there.

Potential for developing a cross-country ORV trail between the Snake River Rim SRMA and Bear Trap Cave would be preserved. Tracts vital to development of the trail would be retained in Federal ownership.

Scenic quality in Cedar Fields would improve as a result of ORV limitations in the area. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality in Vineyard Creek and Box Canyon.

Soils

Erosion would increase by 8 percent to 5.2 tons/acre/year. Of the 1,178,989 acres in the planning area, 39,248 acres (3 percent) would have a severe erosion problem by the end of 20 years. This increase would be primarily due to increased livestock stocking rates, land treatments, and management facilities. These activities would reduce vegetation cover. In the case of land treatments, the actual effect would be short term at the time the vegetation is disturbed. However, the effect has been averaged into the long term for this analysis. Erosion would be reduced on 2,423 acres of ORV closures or limitations, and on 150 acres of sand dunes proposed for seeding. Soil productivity could be reduced on 11,846 acres adjacent to and downwind from land transfers developed for agriculture *because of sand deposition from new farm fields*. Appendix I contains a discussion about changes in erosion rates and the equations used to estimate erosion rates.

Minerals and Energy

Wilderness designation would restrict mineral activities on 87,902 acres. New mining claims would be prohibited after wilderness designation, as well as sale or free-use of mineral materials. Valid existing rights of mining claimants would be protected. Few locatable mineral resources have been identified to date. No significant mineral resources are known to occur within the WSAs recommended suitable. Energy mineral leasing activities could be restricted to protect wilderness character. Areas within WSAs are considered to have low potential for oil and gas and geothermal energy production and there has been little or no exploration activity.

Minor restriction of mining activity would result from ORV limitations on 2,240 acres of lands designated mineral in character in the Cedar Fields SRMA. Minor restriction of mineral lease development would result from surface occupancy restrictions in Vineyard Creek ACEC, Box Canyon/Blueheart Springs ACEC, Substation Tract ACEC, and Areas of Geologic Interest.

Mineral material sale or free use would be prohibited on 1,264 acres within the proposed Dry Cataracts National Natural Landmark. Most of this area has potential for mineral material deposits.

Material sites currently in use on 540 acres would be lost to public use by transfer. *Possible mineral material deposits on 2,623 acres* would be lost by transfer. Loss of these material sites could cause considerable hardship and higher costs to highway departments and the public who depend upon these sites for mineral materials.

Transfer could create problems of split estate ownership, a situation where the surface is privately owned, but the subsurface mineral rights are Federally owned. This could make mineral exploration more complicated, time consuming, and expensive.

Economic Conditions

Appendix J contains a detailed comparison of the economic effects of each alternative.

Grazing Related Economic Effects. By the end of 20 years, this alternative would generate additional income for the livestock permittees of *$837,000* annually. This is based on the ranch budgeting results. The effects by size group are shown in Table 4-3. This would be a *63* percent increase over current income generated by BLM grazing use in the planning area. This would be less than a 1 percent increase in income in the agriculture sector of the local economy. Grazing-related employment would increase by *46* jobs, which would be roughly a 1 percent increase in the agricultural sector employment.

TABLE 4-3

LIVESTOCK INCOME AND EMPLOYMENT CHANGES
ALTERNATIVE C

Size Group	Proposed Grazing Use	Change in Use	Income Change	Employment Change
1	*16,962*	*+ 5,340*	*+ $ 99,324*	*+ 5.5*
2	*32,640*	*+10,277*	*+ $191,152*	*+10.5*
3	*49,963*	*+15,732*	*+ $292,615*	*+16.1*
4	*43,314*	*+13,638*	*+ $253,667*	*+13.9*
Total	*142,879*	*+44,987*	*+ $836,758*	*+46.0*

The secondary (multiplier) effect of this alternative would add another *$521,500* in earnings and *29* additional jobs to the local economy.

There would be a total of *$1,602,700* spent on range improvements with this alternative. This would convert to earnings of *$920,000* and 42 jobs. This would be short term in nature and the jobs would only last until the improvements were installed. In addition, there would be annual maintenance costs of $33,500, which would convert to annual income of $19,200. This would add one job to the local economy.

Grazing fee collections would be increased with this alternative in the following manner:

Range Improvement Fund	+ *$ 44,987*
Federal Treasury	+ *$ 33,740*
State of Idaho	+ *$ 11,247*
Total	+ *$ 89,974*

The total capital value of the AUMs gained would amount to between *$2.5* million and *$11.3* million.

Recreation-Related Economic Effects. By the end of 20 years, the annual direct and secondary income generated by recreation-related activities would increase by $2 million. This would represent a 14 percent increase in retail trade earnings over present levels. There would be approximately 202 jobs added in recreation-related employment by year 20. This would be an increase of 15 percent over current retail trade employment.

Crop Agriculture-Related Economic Effects. *This alternative could lead to development for irrigated agriculture of 26,570 acres (assuming allowances on all acres). This is made up of 2,155 acres of Desert Land Act development and 24,415 acres of Carey Act development. This would equate to 126 new farms of 210 acres each.*

The total cost of electricity used and lost from downstream generation would be $11.0 million. Irrigators would pay 16 percent or $1.8 million, while other Columbia River System electricity consumers would pay 84 percent or $9.2 million.

The potential production of crops would be 6 percent of current planning area production of alfalfa, 11 percent of barley production, and 22 percent of potato production. Total potential production would be 29,279 tons of alfalfa; 487,266 bushels of barley; and 2,091,128 cwt of potatoes. This level of potato production would be 0.6 percent of the 1980 national production of potatoes. This could lead to a 4 percent reduction in potato prices. However, if expected displacement occurs, then the total increase in national production would be only 209,113 cwt or .06 percent of national production. The impact on overall potato prices would be insignificant.

The one-time costs of installing water delivery and irrigation systems would be $8.4 million. Annual expenditures for seed, fertilizers, herbicides, and fungicides would be $4.5 million. An additional $0.7 million would be spent on fuel for tractors and equipment.

There would be a direct income gain of $841,400 with this alternative. The secondary income gains would amount to $2.1 million. Ranchers currently using the area would lose direct income of $109,000. Secondary losses would amount to $168,900. In addition, ranchers would lose capital value of between $326,000 and $1,468,000.

Farm employment would increase by 46 FTEs, while secondary employment would increase by 205 FTEs. Ranch-related direct employment would decline by 6 FTEs, while ranch-related secondary employment would decline by 17 FTEs. The total net employment change would be a gain of 40 direct and 188 secondary, or a total of 228 FTEs.

Land Transfers. This alternative would have a land transfer benefit of *$2,437,900.*

Fire Suppression. Annual fire suppression costs would total $306,200 with an additional $10,000 for road maintenance.

Summary. *Total earnings (direct and secondary) would be increased by $6.0 million and employment by 506 jobs. The costs for range improvements and fire suppression would amount to $429,815 annually. The livestock industry would receive significant benefits with virtually no impact to recreation-related activities. Some income and employment losses would occur in the livestock industry as a result of agriculture development. The crop agriculture industry would also receive significant benefits, largely at the expense of other ratepayers (including existing farmers) in the Columbia River system that would pay 84 percent of the total cost of electricity.*

Alternative D

Fire Management

An increase of 6 to 7 percent (2,040 to 2,380 acres) in acres burned could be expected in this alternative, with no change in the number of occurrences. The impact of no or limited suppression in proposed wilderness areas would have the greatest effect, raising the acres burned by 7.5 to 8.5 percent above the present situation. Another consideration in wilderness is the inclusion of the Shale Butte WSA, which is bordered by farm land, roads, UPRR tracks, and is located in a high lightning frequency area. The WSA has had numerous burn overs, both from ignition inside and outside the WSA. Protection of this area to keep recurring man-caused fires, ignited outside the WSA, from burning into or over the WSA and adversely affecting naturalness would be very costly.

A major concern of fire management would be the individual fire plans for the WSA's. At present, occurrence in these areas (other than Shale Butte and Sand Butte) is moderate to low with moderate to low acres burned. In the event no or limited action is taken, the occurrence rate would probably stay low to moderate, but acres burned would be increased.

Lower livestock grazing levels would increase average burn size by about 2 percent. This is because more continuous fuels would be present.

The influence of additional road maintenance (3.5 percent decrease) would partially offset the effect of wilderness management and lower livestock grazing to result in the overall 6 to 7 percent increase in acres burned.

Increases would be averages measured on a long term basis. The number of fires and acres burned varies greatly from year to year.

Wildlife

Under this alternative, a total of *128* parcels would be included in the Isolated Tracts program; an increase of *41* from the existing 87.

Where specific numbers of animals are listed below, we anticipate that 50 percent of the change would occur within 5 years, and the remaining 50 percent within 20 years. Refer to Appendix C, "Methodology" for an explanation of how the numbers were derived.

Bliss Rapids Snail (Candidate Endangered). Under this alternative, the habitat of the snail would be afforded greater protection through designation of Box Canyon/Blueheart Springs and Vineyard Creek as ACECs. Even though other uses would be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this species.

Ferruginous Hawk (Candidate Threatened). A population increase could be expected as a result of the placement of artificial nest structures. The only known nest site plus excellent potential sites for nest structures would receive additional protection from disturbing influences of future developments if the Sand Butte, Raven's Eye, Little Deer, and Bear Den Butte WSAs are designated wilderness.

Swainson's Hawk (Candidate Threatened). An unknown population increase is expected because artificial nest sites could potentially be provided on any or all of the *128* Isolated Tracts. By maintaining a large number and variety of these tracts, chances of success in attracting breeding Swainson's hawks are increased.

Burrowing Owl (Sensitive). A net gain of 21 pairs could be expected as a result of artificial nest site placement and burrow protection on the *128* Isolated Tracts.

Shoshone Sculpin *(Candidate Endangered)*. Under this alternative, the habitat of the Shoshone sculpin would be afforded a greater degree of protection through designation of Box Canyon and Blueheart Springs as an ACEC. Even though other uses may be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this sensitive species. ACEC designation would give priority to managing for the needs of the species.

Ring-Necked Pheasant. A net increase of 16,900 birds could be expected. Benefits would result from protection and improvement of winter and nesting cover on Isolated Tracts and from improved cover on approximately 130,000 acres of public land adjacent to agricultural land as a result of lowered grazing pressure.

Gray Partridge (Hungarian Partridge). A net increase of 2,800 birds could be expected for the same reasons as those cited for pheasants.

Sage Grouse. A net population increase of 10 percent could be expected as a result of an improved forb component. Reduction of grazing would remove competition for forbs posed by livestock, especially sheep, throughout the nesting habitat. Development and implementation of a sage grouse HMP would maintain high rates of winter survival and increase brood rearing success.

Pronghorn. A net increase of 237 animals could be expected. Positive benefits would result mainly from better range condition, especially an increased forb component, under lower grazing pressure. Substantial gain would result from seedings and brush protection on Isolated Tracts which would improve both winter habitat and fawning cover. Development and implementation of a HMP for pronghorn winter habitat would help increase winter survival. Development and implementation of a summer range HMP would also benefit pronghorn.

Mule Deer. A net gain of 123 animals could be expected due to better habitat condition, especially on increased forb and grass component, under lower grazing pressure. Lack of direct disturbance by livestock and associated behavior of man would be a positive effect. Improvements on Isolated Tracts would also contribute to an increase in both resident and wintering deer. Implementation of the HMP for pronghorn winter range would also benefit some wintering deer.

Hybrid Cutthroat/Rainbow Trout. Under ACEC designation, the spawning habitat of this unique population would receive greater attention than without such designation.

Non-Game Species. A net gain of 7,800 pairs of breeding birds could be expected primarily as a result of increased habitat quality under lower grazing pressure. A substantial gain would also result from improved habitat quality on Isolated Tracts and in brush protection areas.

Livestock Forage

Grazing Management. This alternative would allow a total of *59,111* AUMs of forage for livestock. This is a loss of *38,781* AUMs (40 percent) from the present five-year average actual use, or *90,024* AUMs (60 percent) from active preference. Reductions would take place in all allotments. See Table D-3 in Appendix D for allotment specific details.

An estimated 8,529 sheep AUMs would be converted to cattle AUMs. As a result, the amount of nonuse attributable to the continued decline of the sheep industry would be reduced.

There would be no significant impact on permittees in allotments proposed for new AMP or CRMP development. Six of these plans would be prepared to implement conversions of sheep to cattle. In these allotments, permittees would have to spend more time on maintenance of range improvements, but would spend much less time tending livestock. One of the plans would alter existing management and another would implement a new management system. In these allotments, permittees would have to spend some additional time on maintenance of range improvements and tending livestock. The remaining proposed AMPs or CRMPs would formalize existing management in an allotment.

Vegetation. The proposed 40 percent decrease in AUMs (from actual use) under this alternative would result in much lighter utilization of available forage. Grazing in areas presently receiving light use would probably drop to no use and all other areas would show a proportionate decline in grazing pressure. A modest increase (6.5 percent) in acres burned each year would diminish the positive effects of lower grazing. The trends expected under Alternative D are:

Upward	24 percent
Stable	75 percent
Downward	1 percent

A slight increase in ecological condition is expected with a 1 percent rise in good condition range. Other improvements in condition are expected to be too subtle to cause a change in condition classes. Condition classes would be as shown below:

Good	3 percent
Fair	8 percent
Poor	69 percent
Seeded	20 percent

Refer to Appendix D, "Projecting Ecological Condition and Trend" for an explanation of how the projections above were derived.

ACEC designations would be made on the Substation Tract and the Silver Sage Playa. Special management considerations could then be given to protect these tracts from disturbance and significant scientific values would be preserved.

Threatened and Endangered Plants. No effects on Threatened or Endangered plant species are expected to occur under this alternative.

Lands

No current Carey Act entries would be allowed in this alternative, and DLE applications containing 2,461 acres would be denied.

A total of 4,414 acres would be available for transfer from public ownership. This includes 3,109 acres of DLE applications.

Impacts associated with land *transfers* are the same as identified in Alternative A. Because of the slightly greater amount of acreage involved, the impacts would, correspondingly, also be slightly greater.

Land uses would be restricted to those compatible with wilderness management on 154,015 acres. For example, ORV use would be prohibited and no utility developments could be installed.

In addition to the wilderness acres discussed above, lands activities would be limited to those not involving motor vehicle use on 2,211 acres. For example, a right-of-way application might be denied or modified because motor vehicles could not be used to install or maintain developments.

Other non-transfer lands actions would continue under constraints set out in the resource management guidelines (see Chapter 2) and Standard Operating Procedures (see Appendix E) with the same general impacts identified in Alternative A.

Wilderness

Shale Butte WSA (57-2). All of the WSA would be recommended suitable for wilderness designation. Wilderness resource values would be maintained throughout the WSA. The wilderness value of naturalness would benefit significantly under this alternative since the WSA would receive priority for fire suppression. As a result, the fire cycle would increase from the present five year cycle to a 25-year cycle. This would encourage more vegetation typical of the Sagebrush-Steppe type.

Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness value of solitude.

Sand Butte WSA (57-8). All of the WSA would be recommended suitable for wilderness designation. Wilderness resource values would be maintained throughout the WSA. Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness value of solitude. Boundary roads would be improved and maintained to facilitate fire suppression. The wilderness value of naturalness would benefit from this since fewer fires would burn into the WSA from outside the unit and a more natural fire cycle could be established. However, restricted fire suppression inside the WSA could result in a larger average fire size for fires that start within the unit.

Raven's Eye WSA (57-10). All of the WSA would be recommended suitable for wilderness designation. Wilderness resource values would be maintained throughout the WSA. Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness value of solitude. Boundary roads would be improved and maintained to facilitate fire suppression. The wilderness value of naturalness would benefit from this since fewer fires would burn into the WSA from outside the unit and a more natural fire cycle could be established. However, restricted fire suppression inside the WSA could result in a larger average fire size for fires that start within the unit.

Little Deer WSA (59-11). All of the WSA would be recommended suitable for wilderness designation. Wilderness resource values would be maintained throughout the WSA. Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness value of solitude. Boundary roads would be improved and maintained to facilitate fire suppression. The wilderness value of naturalness would benefit from this since fewer fires would burn into the WSA from outside the unit and a more natural fire cycle could be established. However, restricted fire suppression inside the WSA could result in a larger average fire size for fires that start within the unit.

Bear Den Butte WSA (57-14). All of the WSA would be recommended suitable for wilderness designation. Wilderness resource values would be maintained throughout the WSA. Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness value of solitude.

Shoshone WSA (59-7). All of the WSA would be recommended suitable for wilderness designation. Wilderness resource values would be maintained throughout the WSA. Existing ways and roads inside the WSA would be used occasionally by motorized vehicles for the purpose of livestock management. This use would have a slight adverse impact on the wilderness values of solitude.

Natural History

Project work that occurred in the ten AGI would be examined to ensure that access to sensitive areas would not be improved.

Geologic formations associated with the Bonneville Flood would be protected from human disturbance that would impair natural history values in the proposed Dry Cataracts National Natural Landmark. This includes alluvial gravel deposits; mineral material sale and free use would be prohibited.

Resource use proposals would be examined closely to prevent degradation of natural history values related to the unique alcove ecosystem in the proposed Box Canyon National Natural Landmark.

Cultural Resources

Since any Bureau authorized or initiated action recognizes and accommodates cultural resources by virtue of our standard operating procedures (see Appendix H), the only activity which may damage these resources is unplanned public use. Such activities include unauthorized recreational vehicle use, artifact collection, and illegal excavation for materials and antiquities. The location of these activities is impossible to predict and may occur in spite of measures designed to exclude or limit them.

Effects of Alternative D would be the same as for Alternative B, but with 9,955 acres of high density areas protected by ORV closure, *2,594* acres of high density areas protected by ORV limitation, and 12,329 acres of high density areas by limited disturbance.

Recreation

The growth rates discussed below are long-term (20-year) projections. The projected growth rates, both short-term (5-year) and long-term, are listed in Table 2-3 for various recreation activities.

Recreation use would experience larger increases than under present management in this alternative, but not all activities would share equally in these new opportunities. Activities best suited to primitive settings or dependent on upland bird habitat would show larger increases than those activities involving ORV use under this alternative. This alternative would increase primitive settings by 81 percent within the planning area. All potential wilderness areas within the planning area would be designated.

Recreation opportunities would generally decrease in quality. Recreationists would experience greater competition for recreation resources and recreation-related conflicts would increase.

Upland bird hunting (pheasant and Hungarian partridge) activity would increase as bird populations increase. Management of isolated tracts for wildlife and lower grazing levels would improve upland bird habitat and populations. This alternative would result in an increase of 96 percent for pheasant hunting and 104 percent for Hungarian partridge hunting. Present management would result in an 88 percent and 100 percent increase, respectively.

Dispersed activities such as hiking, camping, and horseback riding would experience a 136 percent increase compared to a 120 percent increase under Alternative A. Wilderness designation would improve or maintain the natural character of these areas by excluding disturbing influences such as ORVs, some rangeland improvements, and potential utility or transportation corridors. A decline in sedimentation of Vineyard Creek would enhance the natural character of the area by improving the fisheries habitat for spawning hybrid cutthroat trout and the visual quality of the stream. A natural environment is more conducive to dispersed recreation activities and dispersed use would increase if the environment becomes more natural. Nature study would be similarly enhanced by a more natural environment. Nature study activity would increase 58 percent compared to a 40 percent increase under present management. *The special designation status of the four ACECs and the six WSAs would increase public awareness of the areas. This would also contribute to the increase in nature study.*

Off-road vehicle use would be the activity most impacted by this alternative, experiencing a 68 percent increase rather than a 100 percent increase. ORV activity increases would be moderated by closures in all wilderness areas, limitations on ORV use in the Substation Tract and the Snake River Rim SRMA, and severe limitations placed on ORV use in Cedar Fields.

Potential for developing a cross-country ORV trail between the Snake River SRMA and Bear Trap Cave would be preserved. Tracts vital to development of the trail would be retained in Federal ownership.

Scenic quality in Cedar Fields would improve as a result of ORV limitations in the area. Future resource uses and proposals would be closely examined to prevent degradation of scenic quality in Vineyard Creek and Box Canyon.

As a result of ORV closures in WSAs designated wilderness, mule deer hunting increases would be limited to 263 percent, compared to an increase in Alternative A of 300 percent. Motorized entry into wilderness areas for purposes of spotting or retrieving deer would be prohibited. This would significantly decrease the number of visitor use days attributable to deer hunting from anticipated levels.

Soils

Erosion would be reduced by 15 percent to 4.1 tons/acre/year. Of the 1,178,989 acres in the planning area, 33,469 acres would have a severe erosion problem by the end of 20 years. This decrease from present conditions would be primarily due to lower livestock stocking rates, ORV closures and limitations on 2,777 acres, and seeding 150 acres of sand dunes. Erosion would increase on 2,300 acres because of increased fire. Soil productivity could be reduced on 837 acres adjacent to and downwind from land transfers developed for agriculture *because of sand deposition from new farm fields*. Appendix I contains a discussion about changes in erosion rates and the equations used to estimate erosion rates.

Minerals and Energy

Wilderness designation would restrict mineral activities on 154,015 acres. New mining claims would be prohibited after wilderness designation, as well as sale or free-use of mineral materials. Valid existing rights of mining claimants would be protected. Few locatable mineral resources have been identified to date. No significant mineral resources are known to occur within the WSAs recommended suitable. Energy mineral leasing activities could be restricted to protect wilderness character. Areas within WSAs are considered to have low potential for oil and gas and geothermal energy production and there has been little or no exploration activity.

Two thousand two hundred forty acres of mineral in character lands in the Cedar Fields SRMA would be withdrawn from mineral entry.

Minor restriction of mineral lease development would result from surface occupancy restrictions in Vineyard Creek ACEC, Box Canyon/Blueheart Springs ACEC, Substation Tract ACEC, Silver Sage Playa ACEC, and Areas of Geologic Interest.

Mineral material sales or free use would be prohibited on 1,264 acres within the proposed Dry Cataracts National Natural Landmark. Most of this area has potential for mineral material deposits.

Two hundred twenty acres of possible mineral material deposits would be lost by transfer.

Transfer could create problems of split estate ownership, a situation where the surface is privately owned, but the subsurface mineral rights are Federally owned. This could make mineral exploration more complicated, time consuming, and expensive.

Economic Conditions

Appendix J contains a detailed comparison of the economic effects of each alternative.

Grazing-Related Economic Effects. By the end of 20 years, this alternative would lead to annual income losses of $721,000 for the livestock permittees. This is based on the ranch budgeting results. The effects by size group are shown in Table 4-4. This would be less than a 1 percent reduction in agriculture sector income. Grazing-related employment would be reduced by 40 jobs, which would be roughly 1 percent of the current employment in the agriculture sector of the local economy.

TABLE 4-4

LIVESTOCK INCOME AND EMPLOYMENT CHANGES
ALTERNATIVE D

Size Group	Proposed Grazing Use	Change in Use	Income Change	Employment Change
1	7,018	- 4,604	- $ 85,634	- 4.7
2	13,504	- 8,859	- $164,778	- 9.1
3	20,670	-13,561	- $252,235	-13.8
4	17,919	-11,757	- $218,680	-12.0
Total	59,111	-38,781	- $721,327	-39.6

The secondary (multiplier) effect of this alternative would cause additional income and employment losses of $449,600 and 25 jobs.

There would be a total of $732,500 spent on range improvement installation with this alternative. This would convert to earnings of $420,500 and 19 jobs. This would be short term in nature and the jobs would only last until the improvements are installed. In addition, there would be annual maintenance costs of $17,100, which would convert to annual income of $9,800. No jobs would be generated by this maintenance activity.

Grazing fee collections would be decreased with this alternative in the following manner:

Range Improvement Fund	*- $ 38,781*
Federal Treasury	*- $ 29,086*
State of Idaho	*- $ 9,695*
Total	*- $ 77,562*

The total capital value of the AUMs lost would amount to between $2.2 million and $9.7 million.

With this alternative, permittees in size groups 2 and 3 (a total of 75 permittees) would have difficulty maintaining a viable ranching operation.

Recreation-Related Economic Effects. By the end of 20 years, the annual income gains (direct and secondary) generated by recreation-related activities would be $2.1 million. This would represent a 15 percent increase in retail trade earnings over present levels. There would be approximately 206 jobs added in recreation-related employment by year 20. This would be an increase of 15 percent over current retail trade employment.

Crop Agriculture-Related Economic Effects. *This alternative could lead to development for irrigated agriculture of 3,109 acres (assuming allowances on all acres). These acres would be developed under the Desert Land Act. This would equate to 15 new farms of 210 acres each.*

The total cost of electricity used and lost from downstream generation would be $1.3 million. Irrigators would pay 16 percent or $209,000, while other Columbia River System electricity consumers would pay 84 percent or $1,095,000.

The potential production of crops would be 1 percent of current planning area production of alfalfa, 1 percent of barley production, and 3 percent of potato production. Total potential production would be 3,514 tons of alfalfa; 58,472 bushels of barley; and 250,935 cwt of potatoes. This level of potato production would be 0.07 percent of the 1980 national potato production. Even without an displacement of existing potato farmers, there would be no discernible effect on the overall price for potatoes.

The one-time costs of installing water delivery and irrigation systems would be $1,005,000. Annual expenditures for seed, fertilizers, herbicides, and fungicides would be $541,800. An additional $84,900 would be spent on fuel for tractors and equipment.

There would be a direct income gain of $101,000 with this alternative. The secondary income gains would amount to $248,700. Ranchers currently using the area would lose direct income of $3,000. Secondary losses would amount to $4,700. In addition, capital value of between $9,100 and $40,800 would be lost.

Farm employment would increase by 6 FTEs, while secondary employment would increase by 25 FTEs. Ranch-related direct employment losses would amount to .2 FTEs, while ranch-related secondary employment losses would be .5 FTEs. The total net employment change would be a gain of 6.2 direct and 25.5 secondary or 32 total FTEs.

Land Transfers. This alternative would have a land transfer benefit of $130,500.

Fire Suppression. Annual fire suppression costs would be $306,200 with an additional $14,000 for road maintenance. This alternative would also have an extra cost of $35,000 annually to protect the Shale Butte WSA.

Summary. Total earnings (direct and secondary) would be increased by *$1.2 million and employment by 173 jobs. The costs for range improvements and fire suppression would amount to $408,900 annually. The recreation-related activities gain slightly over the other alternatives, but it is at the expense of significant income and employment losses in the livestock industry. Some minor income and employment losses would accrue in the livestock industry as a result of agricultural development. The crop agriculture industry would receive some benefits, although rather minor, largely at the expense of other ratepayers (including existing farmers) in the Columbia River system that would pay 84 percent of the total cost of electricity.*

Sub-Alternative D - No Grazing

Fire Management

This sub-alternative would produce a 100 percent increase in acres burned (to 68,000 acres) and an increase in the number of ignitions by 50 percent (to

122 starts). This would be a long term effect, taking 10 to 20 years for full realization. The fuel buildup and carry-over each year would have a compounding effect and would make normal (precipitation/growth) years comparable with the present one year in ten high fire occurrence year. Increased ignitions would be the result of accumulated fuels. Sources of ignitions that occur presently in areas devoid of fuels or have sparce fuels do not ignite, or if ignitions take place, burn out rapidly and are not detected. Ignition sources that presently do not cause fires would have a much greater change of ignition under the No Grazing Sub-Alternative because of added fuel. This would create new fire problems.

Other considerations in this alternative would be the lack of water supplies from user wells (no longer used for livestock water), side roads that would be untraveled from lack of user use, and areas that make fire breaks due to heavy grazing, i.e., fence lines and concentration areas. These factors would make fire suppression more difficult.

Increases would be averages measured on a long term basis. The number of fires and acres burned varies greatly from year to year.

Wildlife

Under this alternative, a total of 126 parcels would be included in the Isolated Tracts program; an increase of 39 from the existing 87.

Where specific numbers of animals are listed below, we anticipate that 50 percent of the change would occur within 5 years, and the remaining 50 percent within 20 years. Refer to Appendix C, "Methodology" for an explanation of how the numbers were derived.

Bliss Rapids Snail (Candidate Endangered). Under this alternative, the habitat of the snail would be afforded greater protection through designation of Box Canyon/Blueheart Springs and Vineyard Creek as ACECs. Even though other uses would be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this species.

Ferruginous Hawk (Candidate Threatened). The great reduction of direct disturbance from grazing animals and associated activities of man would allow many natural historic nest sites to once again be suitable. It would not be necessary to provide artificial nest structures. A substantial population increase, perhaps 10 to 30 pairs, could be expected.

Swainson's Hawk (Candidate Threatened). An unknown population increase is expected because the 126 wildlife tracts would be maintained in habitat suitable for this species. Artificial nest sites could potentially be provided on any or all of these tracts. By maintaining a large number and variety of these tracts, chances of success in attracting breeding Swainson's hawks are increased.

Burrowing Owl (Sensitive). A net gain of 21 pairs could be expected as a result of artificial nest site placement and burrow protection on the 126 Isolated Tracts. Positive effects of the protection of burrows from trampling, however, could be offset by taller, denser vegetation and loss of sagebrush due to increased wildfire.

Shoshone Sculpin *(Candidate Endangered)*. Under this alternative, the habitat of the Shoshone sculpin would be afforded a greater degree of protection through designation of Box Canyon and Blueheart Springs as an ACEC. Even though other uses may be allowed, the type and degree of development would be limited so as not to deplete the habitat value for this sensitive species. ACEC designation would give priority to managing for the needs of the species.

Ring-Necked Pheasant. A net increase of 15,300 birds could be expected. Benefits would result from protection and improvement of winter and nesting cover on Isolated Tracts. Substantial improvement in the cover on 130,000 acres of public land adjacent to agricultural land would result from cessation of grazing. This large positive effect would be about 50 percent offset by increased fire and destruction of brush.

Gray Partridge (Hungarian Partridge). A net increase of 2,540 birds could be expected for the same reasons as those cited for pheasants.

Sage Grouse. A net population loss of 20 percent is expected. A greatly improved forb component would be a positive effect of this alternative. However, this would be more than offset by increased wildfire, which would cause increased brush loss and cheatgrass dominance.

Pronghorn. A net gain of 137 animals could be expected. Positive effects would result from greatly improved range condition, especially an increased forb component, under no grazing pressure. Lack of direct disturbance by livestock and associated behavior of man would also be a substantial positive effect. Gains from seedings and brush protection on Isolated Tracts would be substantial as well. Development and implementation of a HMP for pronghorn winter habitat would help increase winter survival. Development and implementation of a summer range HMP would also benefit pronghorn. However, many of the benefits would likely be offset by an increase in wildfire which would destroy brush more often and may cause damage to winter range beyond that expected under other alternatives.

Mule Deer. No change would be expected in the resident deer population because gains in habitat quality due to a lack of grazing would be offset by loss of brush to increased wildfire. A loss of 200 animals from the wintering herd would be expected due to a loss of brush to increased wildfire on the winter range. Implementation of a HMP for pronghorn winter habitat would also benefit some wintering deer.

Hybrid Cutthroat/Rainbow Trout. Under ACEC designation, the spawning habitat of this unique population would receive greater attention than without such designation.

Non-Game Species. A net loss of 3,000 pairs of breeding birds could be expected. The great positive effects of improved habitat quality under no grazing, removal of direct disturbance by livestock and associated activities of man, Isolated Tracts, and brush protection areas would be offset by increased wildfire. More brush would be lost to fire more often. This would result in more acres being dominated by the species-poor cheatgrass habitat.

Livestock Forage

Grazing Management. This sub-alternative would result in a loss of 100 percent (149,135 AUMs) of active preference.

Vegetation. The removal of livestock from public lands would have a significant positive effect on trend and condition. However, the annual acreage burned is predicted to double without grazing because of increased loading and continuity of fuels. Fire is a major cause of disturbance that has enhanced the establishment and spread of cheatgrass (Daubenmire 1940; Stewart and Hull 1949). The presence of cheatgrass helps increase burning until perennials are killed by repeated burning at short intervals. The demise of perennials is partly a result of burning four to six weeks earlier in the summer (Stewart and Hull 1949). Due to the predicted increase of annual acreage burned, trends are expected to remain as under Alternative D at:

Upward	24 percent
Stable	75 percent
Downward	1 percent

Areas with low fire frequencies are not expected to have a large increase in fires and without grazing, considerable improvement could occur. A 1 percent rise in good condition and a 5 percent rise in fair condition should result. The predicted condition class breakdown is:

Good	3 percent
Fair	13 percent
Poor	64 percent
Seeded	20 percent

Refer to Appendix D, "Projecting Ecological Condition and Trend" for an explanation of how the projections above were derived.

Threatened and Endangered Plants. Increased wildfire should not be detrimental to the proposed endangered species, the Picabo milkvetch (Astragalus oniciformis). Fires in sagebrush vegetation types may actually favor the Picabo milkvetch by reducing competition. The lack of grazing proposed for this alternative should be beneficial, resulting in positive effects for this species.

Lands

No change from Alternative D.

Wilderness

No change from Alternative D.

Natural History

No change from Alternative D.

Cultural Resources

No change from Alternative D.

Recreation

No change from Alternative D.

Soils

Erosion would be reduced by 4 percent to 4.6 tons/acre/year. Of the 1,178,989 acres in the planning area, 43,355 acres would have a severe erosion problem by the end of 20 years. This decrease from present conditions would be primarily due to no livestock grazing, ORV closures and limitations on 2,777 acres, and seeding 150 acres of sand dunes. However, erosion would increase on 34,000 acres because of increased fire, offsetting most of the benefits. Soil productivity could be reduced on 837 acres adjacent to and downwind from land transfers developed for agriculture. Appendix I contains a discussion about changes in erosion rates and the equations used to estimate erosion rates.

Minerals and Energy

No change from Alternative D.

Economic Conditions

Appendix J contains a detailed comparison of the economic effects of each alternative.

Grazing-Related Economic Effects. This sub-alternative would have drastic effects on the local livestock industry. Annual income losses would be $1.1 million or 86 percent of current livestock income. This would be a 1 percent reduction in the agriculture sector income. Grazing-related employment would be reduced by 63 jobs, which would be roughly 1.5 percent of the agriculture sector employment.

The secondary (multiplier) effect of this alternative would cause additional income and employment losses of $712,000 and 39 jobs.

There would be no range improvements with this sub-alternative.

Grazing fee collections would be reduced by the following amounts:

Range Improvement Fund	- $ 97,892
Federal Treasury	- $ 73,419
State of Idaho	- $ 24,473
Total	- $195,784

The total capital value of AUMs lost would be between $5.4 million and $24.5 million. Permittees in groups 1, 2, and 3 would have trouble meeting cash costs, thus placing the viability of 138 ranches in jeopardy.

Recreation-Related Economic Effects. Same as Alternative D.

Crop-Related Economic Effects. Same as Alternative D.

Land Transfers. Same as Alternative D.

Fire Suppression. The annual fire suppression costs would be $461,200 with an additional $14,000 for road maintenance.

Summary. *Total earnings (direct and secondary) would be increased by $600,000 and employment by 136 jobs. The fire suppression costs (there are no range improvements) would amount to $475,160 annually. This sub-alternative would have severe impacts on permittees in the planning area, while providing little additional benefit to the economy in other areas (recreation, crop agriculture, land transfers).*

ADVERSE EFFECTS WHICH CANNOT BE AVOIDED

Mitigating measures as presented in the description of alternatives, resource management guidelines, and the standard operating procedures in the appendices, would apply to the actions proposed in each alternative. Therefore, environmental consequences described in this chapter are "unavoidable" under the goals and objectives of each alternative.

The *proposed Monument RMP* (Alternative C) would result in the following adverse effects if implemented.

Wildlife

- Pronghorn populations would decrease by *2* percent or *11* animals from present numbers in the long term.

- Mule deer populations would decrease by *1* percent or *2* animals from present numbers in the long term.

- Non-game bird populations would decrease by *3* percent or *3,200* pairs from present numbers in the long term.

- Although populations of burrowing owls would increase under the *proposed RMP,* the increase would be slightly less than under present management, as reflected in projections for Alternative A.

Livestock Forage

Grazing Management

- *Nine thousand four hundred thirty-two* AUMs would be lost to transfer of lands from Federal ownership and conversion of the land to other uses. This would significantly affect (greater than 10 percent of active preference) 34 allotments and 56 permittees. Twenty-one allotments would be completely lost to land transfer.

- Active preference would be reduced on seven allotments to bring grazing levels within carrying capacity for a total 8,427 AUM reduction. This would affect 37 permittees.

- An average of 5,667 AUMs would be lost annually for at least a year due to wildfire.

Vegetation

- The Silver Sage Playa would be transferred from Federal ownership and developed for agriculture. The value of the relict vegetation on the tract for research and reference would be lost.

Lands

- DLE applications would not be considered for transfer on *3,415* acres.

- Carey Act applications would not be considered for transfer on *14,005* acres.

- Land uses would be restricted to those not involving vehicle use on 90,103 acres closed to ORVs.

- Utility developments would be prohibited on 87,902 acres recommended suitable for wilderness designation.

Wilderness

- The wilderness resource may be adversely affected on 66,113 acres recommended nonsuitable including the Shale Butte, Little Deer, Bear Den Butte, and Shoshone WSAs.

Recreation

- Although visitor use days for mule deer hunting, pheasant and partridge hunting, and ORV use would increase under the *proposed RMP*, the increase would be slightly less than under present management as reflected in projections for Alternative A.

Soils

- Average erosion rate for the planning area would increase 8 percent from present levels to 5.2 tons/acre/year in the long term.

- The number of acres with a severe erosion problem would increase from the present number of 37,463 acres to 39,248 acres, a 5 percent increase.

Minerals

- Mineral entry and mineral material sale and free use would be prohibited on 87,902 acres recommended suitable for wilderness designation. Stipulations to protect wilderness resources could severely restrict mineral lease development. These areas are considered to have low potential for leasable mineral resources.

- Future mineral development would be somewhat restricted by ORV limitations on 2,240 acres of land considered mineral in character.

- Future mineral lease development would be somewhat restricted by surface occupancy restrictions in Vineyard Creek ACEC, Box Canyon/Blueheart Springs ACEC, Substation Tract ACEC, and Areas of Geologic Interest.

- Mineral material sale and free use would be prohibited on 1,264 acres within the proposed Dry Cataracts National Natural Landmark. Most of the area has potential for mineral material deposits.

- Land transfer would include 540 acres of existing mineral material sites and *2,623* acres of possible mineral material sources. This could cause considerable hardship and higher costs to highway departments and the public.

- Split estate ownership resulting from land transfers (totalling 56,578 acres) could make mineral exploration more complicated, time consuming, and expensive.

RELATIONSHIP BETWEEN SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The short-term uses of man's environment are described for each alternative in Chapter 2. The relationship of these short-term uses to long-term productivity for various resources is discussed in Chapter 4. The environmental consequences presented in Chapter 4 show that a difference in long-term productivity would be expected from one alternative to another. A comparative summary of the environmental consequences for each alternative is presented in Table 2-3.

IRREVERSIBLE OR IRRETRIEVABLE COMMITMENTS OF RESOURCES

Implementation of any of the alternatives would limit potential future uses of the land and resources to some extent. Irreversible and irretrievable commitments of resources occur when a range of future options are foreclosed.

The *proposed RMP* (Alternative C) would result in the following irreversible or irretrievable commitments of resources.

Wildlife

Wildlife habitat would be modified on transferred lands converted to other uses. This would benefit some species and adversely affect others. These areas would be committed for the foreseeable future.

Livestock Forage

Grazing preference lost from conversion of transferred lands to other uses would be lost for the foreseeable future. Forage on lands retained in Federal ownership would be totally committed, with no potential to mitigate losses of forage due to disposal. In areas of nonstructural range improvements (vegetation manipulation), land and vegetation would be committed for the lives of the projects.

Lands

Transfer of lands from Federal ownership would result in a loss of administrative control for all resource values except mineral values and rights-of-way on those parcels.

Wilderness

Nondesignation of the Shale Butte, Little Deer, Bear Den Butte, and Shoshone WSAs and subsequent human developments, such as range improvements, road construction, ORV use, and utility development, could result in a loss of wilderness values in those areas for the foreseeable future.

Recreation

Designation of the Raven's Eye and Sand Butte WSAs would result in a loss of motorized recreation opportunities in these areas for the foreseeable future. Changes in recreation opportunity spectrum classes toward the more facility-dependent classes, such as from primitive to semi-primitive motorized, would result in a loss of the opportunities associated with the less facility-dependent classes in the affected area for the foreseeable future.

Soils

Soil losses associated with the various management actions would be irreversible and irretrievable. However, new soil would develop naturally at a very slow rate.

Minerals

Designation of the Raven's Eye and Sand Butte WSAs would result in a loss of opportunities to develop new mining claims and leases for the foreseeable future.

CHAPTER 5

CONSULTATION AND COORDINATION

The Draft Monument Resource Management Plan/Environmental Impact Statement (RMP/EIS) was prepared by an interdisciplinary team with expertise in range management, wildlife, recreation, lands, wilderness, economics, soils, watershed, cultural resources, minerals and energy, fire management, and fire ecology. The list of preparers is at the end of this chapter.

Writing of the draft RMP/EIS began in October 1983. However, the planning process began in March 1981 with issue identification and the other steps of the planning process. Consultation and coordination with agencies, organizations, and individuals occurred in a variety of ways throughout the planning process. A special effort has been made to ensure that the *proposed RMP* is consistent with approved plans of local and State government.

PUBLIC PARTICIPATION

Key Dates

March 19, 1981	Notice of Intent to Prepare Resource Management Plan published in Federal Register.
April 13, 1981	News release issued announcing issue identification.
April 15, 1981	Mail out sent to 590 agencies, organizations, groups, and individuals. Five public meetings were announced for issue identification.
April and May 1981	Meetings held with the following City (Town) Councils and County Commissions: Shoshone, Hazelton, Dietrich, Paul, Rupert, Gooding, Jerome, Wendell, Gooding County, Lincoln County, Jerome County, Blaine County, Minidoka County, and Power County. Meetings were also held with various livestock grazing associations.
April 15, 1981	Issue identification meeting with Shoshone District Advisory Council.

Public Participation

Key Dates

April 28, 1981	Public meeting in Jerome, Idaho for issue identification. Seventeen individuals attended.
April 29, 1981	Public meeting in Rupert, Idaho for issue identification. Twenty-eight individuals attended.
May 4, 1981	Public meeting in Twin Falls, Idaho. Fourteen people attended.
May 5, 1981	Public meeting in Carey, Idaho. Five people attended.
May 12, 1981	Public meeting in Shoshone, Idaho. Nine people attended.

A total of 64 people attended public meetings and 89 written responses were received as a result of the meetings and mail out on issue identification.

August 1, 1981	A summary of the issues was mailed to 600 individuals and organizations.
December 1981 and January 1982	Meetings were held with livestock user groups and individuals concerning selective management categories. A letter was sent to each permittee seeking their concerns with the proposed categorization.
October 18, 1982	Draft planning criteria were sent to 600 individuals and organizations. A total of fifteen responses received.
January 17, 1983	Planning criteria were approved and sent to 600 individuals and organizations.
February 9, 1983	A meeting was held with the Shoshone-Bannock Indian Land Use Commission and BIA at Fort Hall.
April 25, 1983	A RMP Newsletter was sent to 600 individuals and organizations explaining the general guidelines for alternative development. Fifteen responses were received as a result of this newsletter.
August 31, 1983	A second newsletter was sent to 600 organizations and individuals detailing the proposed alternatives.
November *10*, 1983	Shoshone District Advisory Council discussed the alternatives in the RMP/EIS.
May 11, 1984	*Beginning of public comment period. Publication of Notice of Availability of the draft RMP/EIS.*
June 20,1984	*Public hearing in Shoshone to receive testimony on the wilderness suitability recommendations in the draft RMP/EIS and on the adequacy of the draft EIS.*

July 25, 1984	*Shoshone District Advisory Council made recommendations on the draft.*
August 9, 1984	*Close of public comment period.*

During the entire process, there have been numerous meetings and discussions with various agencies, Indian tribes, organizations, and individuals.

Public Review

The following is a list of agencies, organizations, and individuals to whom the Draft Monument RMP/EIS was sent.

Federal Agencies:

Department of Agriculture
    Soil Conservation Service
    U.S. Forest Service
    Agricultural Conservation and Stabilization Service
Department of Interior
    Bureau of Indian Affairs
    Geological Survey
    Fish and Wildlife Service
    National Park Service
    Bureau of Reclamation
Department of Defense
    Corps of Engineers
Department of Energy
    Bonneville Power Administration
Wood River Resource Conservation and Development Committee

State of Idaho Agencies:

Bureau of Mines
Office of Energy
Department of Lands
Department of Fish and Game
Parks and Recreation
Department of Transportation
Department of Health and Welfare
Department of Water Resources
State Clearinghouse
Historical Society
State Historic Preservation Officer
Department of Agriculture
Region IV Development Assn.

City and County Government:

County Commissioners
    Butte County
    Lincoln County
    Blaine County
    Minidoka County
    Jerome County
    Gooding County
    Power County
Planning and Zoning Commissions
    Butte County
    Lincoln County
    Blaine County
    Minidoka County
    Jerome County
    Gooding County
    Power County
Soil Conservation Districts
    Power
    Gooding
Community Development Director, City of Twin Falls
Mayors
    City of Bliss
    City of Hagerman
    City of Gooding
    City of Dietrich
    City of Richfield
    City of Eden
    City of Hazelton
    City of Paul
    City of Wendell
    City of Jerome
    City of Shoshone
    City of Rupert
    City of Minidoka

Elected Officials:

Senator James McClure
Senator Steve Symms
Representative George Hansen
Governor John Evans
Steve Antone
Mack Neibaur
Dwight Horsch
J. Vard Chatburn
Ernest A. Hale
John H. Brooks
Gordon Hollifield
Albert M. Johnson
Mark A. Larson
Wes Trounson

Elected Officials (Cont.):

Claire Wetherell
Chick Bilyeu
Denton Darrington
Dan Kelly

Individuals and Organizations:

All grazing permittees with preference within Monument Planning Area
A & B Irrigation District
A & K
Darryl J. Albertson
David Albertson
Glen Allen
Joe F. Allen
Neil Ambrose
American Fisheries Society
Dr. Robert C. Anderson
Jon Anson
Atlantic Richfield Company
Daniel J. Ayarra
Glen D. Bailey
Quinn W. Bailey
Henry Baker
Ferrel Dean Ball
Walt Baltzer
Bill Barnes
Lloyd Barron
Leland Batchelder
Allen Bauscher
Wendy Beckeley-Collins
Daniel L. Beebe
Gregg Bell
Clarence Bellem
John J. Bellus
J. T. Bennett
Walter C. Bentzinger
Arlene E. Bergstrom
Clair E. Bergstrom
Clint Bergstrom
Jeffrey A. Bergstrom
Joyce Bernard
Big Mama Mine
Roland Bingham
Spencer M. Bingham
Victor L. Bingham
E. Fred Birdsall
Blue Lakes Country Club
Sheldon Bluestein
Stephen Boller
Robert E. Bowers
Aldrich Bowler
Bruce Bowler
Peter A. Bowler
Howard Bradley
Lynn N. Bradshaw
Alan Brauer
J. H. Breckenridge
Roy Breckenridge
Rich Brown
Ed Burgess
Dennis Burks
Burley Bowmen
B. Robert Butler
Jerry Callen
Carey School
Carey Valley Rod & Gun Club
Edward P. Carr
Robert G. Carr
Del Carraway
Willa Carraway
Cash Industries, Inc.
Ben Cavaness
Ted Chu
Jack & Stello Collins
William B. Colvin
Committee for Idaho's High Desert
Margaret A. Comstock
J. F. Cook
Mike Crawford
Gary Cress
Croff Oil Company
Glen Croft
Richard Dalton
Joe Davidson
Michael D. Davidson
W. Ernie Davis
William C. Davis
Mike Dayley
Tim Deasy
Joseph A. de Blaquiere
Clifton R. Dixon
Roy Dobson
Dorr & Davidson
Lawrence E. Drexler

Individuals and Organizations (Cont.):

Stephen W. Dryton
Debra J. Duffin
Mark Duffin
Arthur J. Dunford
Gordon Eccles
Keith Eisberg
Exxon Co. USA
Richard C. Fagg
Federal Land Bank Assn. of Gooding
Flying Triangle, Inc.
J. E. Fredrickson
Gary E. Freeman
Dave Garff
Bernard F. Gergen
Tom & Ellen Glaccum
Selendonio D. Gonzales
John Gough
Dick Graves
Dr. Thomas Green
Arthur R. Grothe
F. F. Gunning
David Hagen
E. S. Harper Co., Inc.
Glenwin Harris
James C. Hathorn
Carl Henry Hege
Ken Higginbotham
David Hoefer
Ray & June Holder
Homestake Mining Company
Melvin Hruza
Kyle Human
Idaho Carey Act Development Assn.
Idaho Farm Bureau Federation
Idaho Cattlemen's Association
Idaho Natural Areas Coordinating Committee
Idaho Wildlife Federation
Jim Ingalls
Intermountain Gas Company
Lynn Jackman
Duane John
Richard Edward Johnson
Larry Jones
Kast C. K. Cattle Co., Inc.
Shirley Kendell
Tim Kesinger
Kent L. Klosterman
Douglas R. Kohntopp
Lee Kress

Ducks Umlimited
Glenn Duffin
Vern Duffin
Kirk L. DuShane, Jr
Gary Eichelberg
Bob Erkins
Joe Fackler
Vern E. Fallin
First Security Bank of Idaho
Lyle F. Frazier
Robert Fredrickson
Joe Gallagher
German Shorthaired Pointer Club of Magic Valley
Larry Gillette
Glenns Ferry Wildlife Club
The Good Sam Club
Kip Gould
Greater Snake River Land Use Congress
Leon Grieve
William Gulley
Lawrence R. Haag
Clyde Harper
Ronald M. Harriman
Carl E. Hayden
L. Grant Hendrix
Russell W. Heughins
Charles R. Hisaw
Ray Hofer
George Holmes
Ivan Hopkins
Francis Reed Hulet
C. Robert Humphrey
Idaho Conservation League
Idaho Cattle Feeder's Assn., Inc.
Idaho Conservation League
Idaho Outfitters & Guides Assn.
Idaho Power Company
Idaho Woolgrowers Assn.
Ralph Ingram
Frank Ireton
Janss Farms
Forest Johnson
Edward L. Jones, Jr.
William H. Jones
Bill Kearley
Mike Kerbs
Don Kester
Steven Klug
Richard Kolbrener
Sam Large

Individuals and Organizations (Cont.):

Ernie LaMiller
Glenn Larsen
Lovello Liman
Ed Lyttle
Magic Valley Fly Fisherman
Terry G. Martin
H. J. McAuley
Robert McClain
Rod McCoy
Dale A. Meador
William Meiners
Minidoka Bowmen
Bill Mink
Ray Moon
Randall E. Morris
Mountain Bell
Myko, Inc.
National Audubon Society
Natural Gas Corp. of California
The Nature Conservancy
John W. Neff
R. G. Neher
Anton J. Newman
North Valley Free Trappers
John & Janet O'Crowley
Craig H. Olsen
W. Franklin Orr
Pacific Power & Light Co.
Rodney H. Park
Max G. Pavesic
Charles Pendleton
Floyd Phillips
Pocatello Trail Machine Assn., Inc.
Rene Pothier
Rudy Prudek
Ismael A. Quilanton
Troy J. Ratliff
Vern Ravenscroft
Glen Reeder
Clair Ricketts
Norman L. Ridinger
Ron G. Rinehart
Rocky Mountain Energy Company
Mary Rosczyk
Lowell Ruby
Rupert Rifle & Pistol Club
SA Farms
Donald Sandy
Sawtooth Snowmobile Club
William R. Schroeder
Jay Sevy

Dan Lamb
League of Women Voters
Lou Logosz
Magic Valley Trail Machine Assn., Inc.
Carl Manus
Ralph Maughn
John M. McCarty
Roy E. McClure
Wayne D. McKenzie
Fred A. Meador
Roy I. Miller
Minidoka Irrigation District
Troy R. Mitchell
Marty Morache
Michael Moss
Allen Moyle
Rory Naldonado
National Outdoor Coalition
Natural Resources Defense Council, Inc.
Calvin L. Neal
Lawrence B. Neff
Lynn A. Nelson
Stanley O. Nomer
Robert H. O'Brien
Don Olowinski
Pat O'Rorke
Dwight Osborne
Pacific Imports
Grant A. Patterson
Ronald F. Peck
Lee Peterson
Pioneer Production Corp.
Ed Poppleton
B. Roy Prescott
Queen Bess Mine
Daryl Rasmussen
Harriett B. Ravenscroft
Glen Reed
K. W. & Janet Richardson
Virginia Ricketts
Neil R. Rimbey
Kenneth Robinson
Dean Rogers, Jr.
Ken Ruby
A. Margaret Rude
Maxine Russell
Ken Sanders
Reuben Sauer
Sterling W. Schow
Daryl J. Serr
Lee Sharp

Individuals and Organizations (Cont.):

Timothy Sherburn
Warren L. Shillington
William L. Shirk
James Shull
Sierra Club
M. H. Simon
Verl W. Simpson
Floyd Slane
Tammy Smalley
Jack Smith
Soil Conservation Society of America
Southern Idaho PCA
Emery M. Stark
Dan Stepelman
Oscar Stimpson
Robert Struthers
George Suchan
Doug Swaner
Milton Tate
Rex Taylor
Texaco, Inc.
Charles W. Thompson
Dave P. Tidwell
Arlan Turnbull
Twin Falls Rod & Gun Club
Jerry Tydeman
University of Idaho
Ronald VanDelden
Vaughn Brothers
J. Brian Waddell
Ken Ward
Tom F. Warner, Jr.
Terry Webster
Jason Weimer
Ruland J. Gill, Jr.
Roger L. Whitnah
The Wildlife Society
Loretta B. Williams
Michael Woodland
Robert E. Wright
Kim Yearsly
W. Kaye Young
Shoshone Rod & Gun Club
Mike Shigihara
Shoshone-Bannock Tribes
W. D. Siegenthaler
Silver Strike Mining Company
Simplot Cattle Co.
Cort Sims
Melissa Smalley
Dan Smith
Odell Smith
Southern Idaho Coon Hound Assn.
Roderick Sprague
Henry Steinmetz
Lowell Stewart
Mr. & Mrs. E. Stoneback
Larry E. Stumpf
Sunshine Management
Joseph Swaner
Mark J. Taylor
Lawrence Tews
Charles R. Thomas
Dr. Max Thompson
Triumph Mineral Co., Inc.
Twin Falls Fish & Wildlife Conservation Corp.
United 4-Wheel Drive Assn.
Utah Power & Light Company
John (Jack) Varin
Vital Corporation
Bernice Walker
Pauline R. Warner
Irvin Wartluft
Ted Weigold
Merle Wells
Lee Whiting
The Wilderness Society
Wildlife Management Institute
Lyle D. Woodbury
Wood River Gem & Mineral Society
Margaret Wyatt
Mary A. Young
Paul Fred Zeller

Public Comments

Types of Comments

Two types of comments on the draft RMP/EIS were considered in preparing the proposed Monument RMP and final EIS. These are (1) substantive comments related to the adequacy of the EIS, and (2) opinions, preferences, and recommendations about how the resources in the planning area should be managed.

Substantive comments related to the adequacy of the EIS fall into one of the following categories.

1. Related to inadequacies or inaccuracies in analysis or methodology.
2. Recommend reasonable, new alternatives.
3. Comments involving substantive disagreements about interpretations of significance.

These comments are specifically addressed beginning on page 5-19.

Other comments express opinions, preferences, and recommendations about how the resources in the planning area should be managed or preference for one of the alternatives presented in the draft EIS. They do not clearly dispute conclusions or information in the draft and do not back up opinions with reasons or citations of authorities or literature. These comments are summarized in the next section of this chapter.

Comments regarding the preliminary wilderness suitability recommendations in the draft EIS are noted and summarized in this analysis, but specific responses are not included. Responses to the wilderness suitability recommendation comments will be included in the final wilderness EIS prepared for Congress.

In an attempt to consider all comments fairly, we interpreted the meaning of comments as they were stated without reading any meaning into them. For example, a comment expressing opposition to higher livestock stocking levels was not interpreted to imply a preference for lower stocking levels unless this was specifically stated.

Opinions, Preferences, and Recommendations

Advisory Council Recommendations. The Shoshone District Advisory Council passed the following motions concerning the draft Monument RMP/EIS at their July 25, 1984, meeting.

- *The Council favors Alternative C subject to the modifications contained in the following motions.*

- *Other range improvements not identified but not in conflict with other uses should be encouraged.*

- *The BLM staff should review the L11 (Isolated Tracts) designations in Alternative C before final determination is made.*

- *To minimize political impacts and to maximize protection of unique areas, the Council asks BLM to re-examine Alternative C from the standpoint of designating a greater number of unique and outstanding areas for special management protection and a lesser area of wilderness.*

The Council also adopted the following resolution.

WHEREAS, The Shoshone District Advisory Council is charged with the responsibility of giving advice to the District Manager about any problems which may occur within the District, and

WHEREAS, it has been brought to the attention of the Advisory Council that due to a court decision the BLM will no longer use herbicides to control noxious weeds, and

WHEREAS, the Council is concerned that unless herbicides are used for the control of certain recognized noxious weeds that those weeds will become out of control and cause extreme damage to land within the District as well as to adjoining private and State lands, and

WHEREAS, the BLM is charged with being a land manager and controlling noxious weeds within its district.

NOW, THEREFORE, be it resolved by the Shoshone District Advisory Council that it is in favor of economical and efficient control of noxious weeds. That the use of certain herbicides for certain noxious weeds is the most efficient and economical control measure for such noxious weeds.

The Council further recommends that the Shoshone District and the BLM generally take such action to determine whether or not the use of herbicides upon certain species of recognized noxious weeds is allowable under the existing Federal Laws and regulations.

BE IT FURTHER RESOLVED that this Council recommends that the Shoshone District of the BLM continue to cooperate with the counties of

> *Lincoln, Gooding, Blaine, and Camas on the control of noxious weeds within that four-county area and all other counties within the Shoshone District.*
>
> *BE IT FURTHER RESOLVED that this Council recommends that the Shoshone District of the BLM conduct the necessary environmental studies to support the use of herbicides to control noxious weeds within the Shoshone District of the BLM.*

Summary of Opinions, Preferences, and Recommendations. The following summary indicates the number of comments expressing opinions, preferences, or recommendations on various topics. The sum of the number of comments expressing particular views on a topic may be greater than the total number of comments dealing with the topic. This is because some commenters expressed several views on the same topic.

The substantive EIS comments addressed at the end of this chapter and Advisory Council recommendations are not included in this summary. Comments from the June 20, 1984, public hearing are included.

Alternative Preferences. Twenty-seven commenters express a preference pro or con for one or more alternatives.

	Favor	*Oppose*
Alternative A	*1*	*0*
Alternative B	*6*	*1*
Alternative C	*10*	*4*
Alternative D	*13*	*0*
Sub-Alternative D	*0*	*1*

Lands - Retention or Disposal. Twenty-eight commenters deal with this issue.

- *Seventeen commenters oppose land transfers. Five of these are opposed to land transfers in general. Seven commenters are opposed on the basis of wildlife concerns including the transfer of deer and antelope winter range and Isolated Tracts. Four commenters are opposed to transfer of specific parcels; one concerning the Silver Sage Playa, the others concerning grazing allotments. Five commenters believe agricultural development should be limited or should take place elsewhere, or question the need for more agricultural development.*

- *Nine commenters favor land transfers. Eight of these are interested in obtaining specific tracts, primarily for agricultural development. Two commenters favor development of more agricultural lands.*

- Two other comments on this issue were received. One expresses the desire that another category be established allowing future land transfers to be considered in areas proposed for retention. The other supports giving those deriving their livelihood from land being transferred the first chance to purchase it or the opportunity to match the highest bid.

Wilderness. Sixteen commenters deal with this issue.

- Support is expressed for designation of the following WSAs.

Shale Butte	*13 commenters*
Sand Butte	*15 commenters*
Raven's Eye	*15 commenters*
Little Deer	*13 commenters*
Bear Den Butte	*12 commenters*
Shoshone	*9 commenters*

- One commenter thinks Raven's Eye WSA should be recommended nonsuitable or modified to exclude an area of potential gold deposits.

- Three other wilderness related comments were received. One commenter favors closing the road separating Raven's Eye and Sand Butte WSAs. One commenter is opposed to the range improvements and pipeline proposed in the Great Rift WSA in allotment 1206. One commenter is opposed to the new road proposed in the Sand Butte WSA in allotment 0711.

Livestock Grazing. Eight commenters deal with this issue.

- Two commenters mention lower stocking. One favors lower stocking, the other opposes reductions.

- One commenter favors no change from present livestock use in a specific allotment.

- Three commenters are opposed to higher stocking; one concerning higher stocking in ungrazed or under-grazed rangeland, one because of existing poor condition and downward trend, and one because demand doesn't warrant higher stocking.

- Two commenters mention "no grazing." One believes it is not feasible at this time to discontinue grazing. The other believes good condition range shouldn't be grazed.

- One commenter is opposed to Cooperative Management Agreements with ranchers.

Range Improvements. Fourteen commenters deal with this issue.

- Thirteen commenters oppose range improvements. Eight are opposed to the range improvements proposed for Laidlaw Park. One opposes seedings to support higher livestock stocking and four oppose pipelines for cattle. One commenter opposes range improvements within the Great Rift WSA in allotment 1206 and a new road within the Sand Butte WSA in allotment 0711.

- One commenter supports seeding areas with a history of burning to crested wheatgrass to save fire suppression costs and improve the range.

- Seven commenters addressed other aspects of range improvements. Six suggested uses for range improvement funds including fencing camping areas to exclude cattle, accomplishing soil erosion control projects, and restoring/enhancing wildlife habitat. Three commenters presented recommendations for seedings including using more native plant species, including forbs and shrubs in all seedings, and seeding with grass and forb species that show a potential to compete with cheatgrass. One commenter believes brush removal should be done for wildlife, not cattle. One wants vegetation manipulation kept to 15 percent of the area in Laidlaw Park. One suggests a cheatgrass eradication project in Little Park. One says that no removal of brush by herbicides should be done without an EIS or EA with a worst case analysis.

Fire Management. Two commenters deal with this issue.

- One commenter supports the prescribed fire guidelines on page D-6 of the draft EIS.

- One commenter suggests seeding areas with a history of burning to crested wheatgrass to save fire suppression costs and improve the range.

Soil Erosion. Eight commenters deal with this issue.

- Two commenters think soil erosion should be studied in more depth.

- Three favor reducing soil erosion rates below present rates. Two of these suggest reducing erosion to pre-grazing levels.

- Two commenters favor limiting agricultural development in the portion of Power County in the planning area because of erodible soils.

- One commenter states that the erosion rate in the Preferred Alternative is unacceptable.

Wildlife Habitat Management. Fourteen commenters deal with this issue.

- Six commenters address big game winter range, including sell no deer or antelope winter range, preserve winter areas for deer and antelope, and rehabilitate winter range with brush seedings.

- Two commenters say the Isolated Tracts program should be expanded, not reduced as in Alternative C. One also says that tracts should not be eliminated from the program because of a lack of access.

- One commenter supports our approach for the ferruginous hawk, Swainson's hawk, Shoshone sculpin, Snake River snail, and candidate threatened and endangered plants.

- One commenter says there should be proposals to restrict cattle access to riparian areas.

- Eight commenters believe the monitoring trigger levels for wildlife habitat are too high.

- Five commenters suggest using range improvement funds for wildlife habitat enhancement.

- Four commenters expressed other views on wildlife habitat management, including habitat should be managed to bring game numbers up to pre-grazing levels, brush removal should be done for wildlife instead of cattle, more preservation of wildlife is needed, and land is most valuable retained in public ownership and improved for wildlife habitat.

Minerals. Two commenters deal with this issue. Both favor minimal restrictions or having more area open to leasing, exploration, and energy and mineral production.

Off-Road Vehicles. Six commenters deal with this issue.

- Four commenters support ORV limitations/closures. Two of these specifically support the Sand Butte ORV closure. One is concerned about the effects on cultural resources of leaving 92 percent of the planning area open to ORVs. One suggests limiting ORV use to 10 to 25 percent of the planning area to prevent aesthetic and environmental damage.

- Two commenters oppose ORV limitations/closures. One opposes the limitations in Cedar Fields because conflicts with other users are few and impacts of ORV use have been negligible. One believes more serious concern is needed for recreation four-wheel drive use in the area.

Recreation. Seven commenters deal with this issue.

- Six commenters suggest more attention to recreation facilities. Four of these suggest following SCORP recommendations. One suggests more *attention to the public need for campsites. Two suggest fencing campsites to exclude cattle. Two suggest better maintenance of the Sand Butte, Bear Trap-Crystal, and Minidoka-Arco roads. One suggests providing good access to wilderness trails.*

- One commenter supports designation of the Snake River Rim and Little Wood River SRMAs and suggests enlarging the Little Wood River SRMA to 3,061 acres.

Cultural and Historic Resources. Two commenters deal with this issue. One is concerned about the impacts from increased trampling of surface sites due to sheep to cattle conversions. The other is concerned about impacts from leaving 92 percent of the planning area open to ORV use.

Special Designation. Thirteen commenters express opinions regarding special designation areas, primarily ACECs.

- Seven commenters support ACEC designation for the Substation Tract. One commenter also suggests a research natural area designation.

- Six commenters address the Silver Sage Playa. Five of these support ACEC designation of the area. One is opposed to transferring the area as proposed in Alternative B.

- Nine commenters address Vineyard Creek. Seven of these support ACEC designation for the area. One also suggests a research natural area designation. One commenter supports protection of Vineyard Lake. One commenter suggests making a road into Vineyard Lake for public access and to prevent tearing up the rest of the area with vehicles.

- Twelve commenters address Box Canyon/Blueheart Springs. Ten of these support ACEC designation for the area. One also suggests a research natural area designation. One commenter says Box Canyon must be preserved. One commenter would like the RMP to recognize a right-of-way application on public land and an agreement between the State of Idaho and the private landowner in Box Canyon. This commenter is not opposed to ACEC designation as long as it does not preclude granting the right-of-way or make implementation of the State agreement impractical. One commenter would like to see public access developed to the public land in Box Canyon.

- Four commenters propose ACEC designation for other areas including Last Chance Kipuka; good vegetation areas of Laidlaw Park, Little Park, north and west edges of the Wapi Flow and kipukas; and the Cedar Fields area.

- Four other comments on special designations were received. One supports preservation of natural grasslands of Sand Butte and the area south and east of Broken Top Butte. One believes more preservation of wild grasslands is needed. One says protecting natural diversity is paramount. One supports special designation for Dry Cataracts and protection of Devil's Corral.

Monitoring. Ten commenters address the monitoring plan for the Monument RMP.

- *Eight commenters feel the trigger levels for monitoring wildlife habitat are too high.*
- *One says the trigger level of 60 percent forage utilization is too high.*
- *One commenter believes the monitoring program should be reviewed and strengthened.*

Noxious Weeds. Three commenters think the statement on noxious weeds needs to be expanded or made stronger.

Substantive Comments Related to the Adequacy of the EIS

Public Hearing Comments. A list of those that testified at the June 20, 1984, public hearing is shown below. Substantive comments related to the adequacy of the EIS and BLM's responses follow.

Name	*Representing*	*Oral Testimony*	*Response Prepared*
William F. Ringert	*Earl M. Hardy*	*X*	*X*
Ronald J. Kondracki	*Magic Valley Divers*	*X*	
Roger Bliss	*Self*	*X*	*X*
Charles R. Hisaw	*Self*	*X*	
Kraig Dahl	*Dahl Farms*	*X*	
Dave Garff	*Gooding Carey Act Assn.*	*X*	
Russell A. Czaplicki	*Self*		

Comment H-1 - William F. Ringert. However, the EIS does not reveal the relationship between the private land and public land in the Box Canyon area.

Response to Comment H-1. We have added a sentence to the text of the final EIS on page 3-26 stating our estimate of proportion of private to public lands in the canyon.

Comment H-2 - Roger Bliss. Erosion dangers have been listed as moderate to high in the MRMP; however, our experience with the soil after agricultural development in using normal contemporary methods of fertility cultivation has been that of little or no erosion due to wind.

Response to Comment H-2. Using proper conservation practices, erosion can be kept to a minimum, however, these soils still have a moderate to high "potential" for wind erosion based on the soil surveys and the National Soils Handbook of the USDA, Soil Conservation Service, pp. 603-37. This potential exists when these to soils are left bare, uncrusted, and unprotected during periods of high wind velocities.

Comment H-3 - Roger Bliss. Productivity. The MRMP does list this as only moderate productivity. Following extensive soil and mineral testing, we found these soils to be extremely rich in minerals and nutrients needed for crop production and low in alkaline salt.

The soil is very deep and consistent, which allows water to drain and move quickly, and has no hardpan or buildup of minerals. These factors result in a very productive soil and growing condition.

Response to Comment H-3. The productivity is moderate because of the climatic conditions in the area, i.e., low rainfall and limited growing season. The physical condition of these soils are too sandy to be classified excellent based on the soil surveys and Land Capability Classification Standards (USDA, Soil Conservation Service, 1961). Nutrient levels are low in relation to many other soils which naturally support more vegetation, e.g., 3,000 lbs./acre as compared to 800 lbs./acre.

Comment H-4 - Roger Bliss. Concerning production. There is a farm budget which is listed in the MRMP. We have, just to supplement that a little, we figured some of the costs that we experience on our own personal farm budget. A hundred and sixty-acre farm would assume the following annual budget in potatoes: An annual revenue assuming 400 sacks to the acre, which we mentioned would be a conservative yield, at what the plan uses as an average cost of $4.97 a sack, would bring a total of $1,988 an acre, or a gross of $381.080.

Tillage costs. We feel the tillage costs used in the plan were quite accurate, although just a little bit overdone. Under contemporary methods, the tillage cost would be what was expressed but not as many times tilling; in our experience we don't till the ground as much as the budget assumes.

Planting costs were about the same. Seed costs we feel were a little high. On the average, we feel $7.50 would be an appropriate average for what we have had to spend for seed.

Cultivation and Sencor. Where it assumed that cultivation would take place three times a year, we cultivate once; and we also apply our Sencor spraying at the same time, which cuts quite a little bit out of the assumed budget. Also, in this area we have not yet needed to spray Sencor because there are just not enough weeds to worry about; but we assume down the road that that will become a necessity of our budget.

Fertilizer. We experience on a total fertilizing program approximately $250 an acre. Pumping, $30 an acre. Our dig and load, around $180 an acre. And storage would be the same as was assumed in the plan at $88 an acre.

That brings a total cost of production annually to $745.50 an acre, an estimate, or $119,280.

The interest assumption, we feel was just a little bit high; but that's a little bit nitpicky. We experience 12 to 12 and a half percent annual interest on 12 months, so you can figure that interest on that.

So, we feel that the total cost of production on an annual basis as an average would be $133,680, which would leave a net profit of $184,400 on a potato budget.

Response to Comment H-4. The farm budgets prepared for this RMP are designed to be representative of all potential agricultural development lands in the planning area. Any individual application could have significant differences from these budgets depending on soil types, development costs, and crop rotation. It is believed that these budgets do, however, represent a good average of the costs and returns that could be expected area wide. It should be noted that these budgets show a positive net revenue.

Comment Letters. Following are comment letters on the draft and BLM's responses. Several comment letters were received after analysis of comments had begun. They are not printed here, but were considered in preparation of the final EIS if possible.

Letter Number 1

STATE OF IDAHO

JOHN V. EVANS
GOVERNOR
IDAHO TRANSPORTATION BOARD
CARL C. MOORE - CHAIRMAN
LLOYD F. BARRON - VICE CHAIRMAN
JOHN M. OHMAN - MEMBER
DARRELL V. MANNING
DIRECTOR

TRANSPORTATION DEPARTMENT

DIVISION OF HIGHWAYS DISTRICT 6 / P.O. BOX 97 / RIGBY, IDAHO 83442
PHONE (208) 745-7781

May 14, 1984

Bureau of Land Management
Shoshone District
% Ervin Cowley
P.O. Box 2B
Shoshone, Idaho 83352

Dear Mr. Cowley:

This correspondence is in response to your Draft Monument Resource Management Plan and Environmental Impact Statement, (RMP/EIS), which affects our District in the vicinity of Craters of the Moon National Monument area of Butte County.

This area of Butte County is included in the Great Rift WSA recommended to Congress by the BLM in a previous study as suitable for Wilderness designation. Thus, all alternatives of the Draft RMP/EIS identify this area to be managed in accordance with BLM Wilderness Management Policy, with specific management provisions to be developed following congressioinal designation.

U.S. Highway 93, 20, 26 has been used as the Northern boundary of the WSA in Butte County. Our District of the Idaho Transportation Department has studied this section of highway and has determined that, for safety purposes, the roadway should be realigned to eliminate several hazardous curves. This realignment would affect several hundred acres of the WSA, if implemented as planned. BLM Management Policy, however, apparently precludes such actions in designated or proposed wilderness areas. An appropriate resolution to this issue is the only concern of this District regarding our review of your draft RMP/EIS.

Sincerely,

J R Dick
J. R. DICK, P.E.
District Engineer

mp

SAFE TRANSPORTATION MEANS PROGRESS
EQUAL OPPORTUNITY EMPLOYER

Response to Letter Number 2

2-1 Reference to the "well drilling permit" has been deleted in the final EIS.

Letter Number 2

State of Idaho
DEPARTMENT OF WATER RESOURCES
STATE OFFICE, 450 W. State Street, Boise, Idaho

JOHN V. EVANS
Governor

A. KENNETH DUNN
Director

Mailing address:
Statehouse
Boise, Idaho 83720
(208) 334-4440

MAY 18 1984

May 16, 1984

Charles J. Haszier
District Manager
Bureau of Land Management
Shoshone District
P.O. Box 2B
Shoshone, ID 83352

RE: Monument RMP/EIS Draft

Dear Mr. Haszier:

This Department has reviewed the referenced plan. The following comments are provided.

2-1
- ° Reference to "well drilling permit" on page 3-14 is incorrect. While an approved water permit is required and a licensed driller must drill the well, a well drilling permit is not needed.
- ° The reference to soils classification and suitable vs. unsuitable classification on page 3-31 is acceptable. The Department requests that anytime that an acreage is classified unsuitable due to an excess of Class IV soils, a field exam will be made if the applicant so requests.

Other items which will be of importance if any development occurs, are water availability (water permits) and irrigation run-off (injection wells). To minimize adverse impacts, best management practices must be followed.

In the RMP, on page 4-60 Lands, reference is made to 13,965 acres which would not be considered for transfer under the Carey Act. Would you please send me a list of the Carey Act Projects involved and the acreages.

Sincerely,

John D. Carlson
JOHN D. CARLSON
Construction Permits Section

JDC:sc

Letter Number 3

United States Department of the Interior
FISH AND WILDLIFE SERVICE
ENDANGERED SPECIES PROGRAM
4620 Overland Road, Room 209
Boise, Idaho 83705

MAY 18 1984

DATE: May 16, 1984

TO: District Manager, BLM, Shoshone District, Shoshone, ID

FROM: Assistant Field Supervisor, FWS, Ecological Services, Boise

SUBJECT: Review of Monument Resource Management Plan/Environmental Impact Statement (FWS-1-4-84-I-338)

The U.S. Fish and Wildlife Service has reviewed the Monument Resource Management Plan with respect to listed and candidate species. We find your analysis to be complete with respect to the listed and candidate species status.

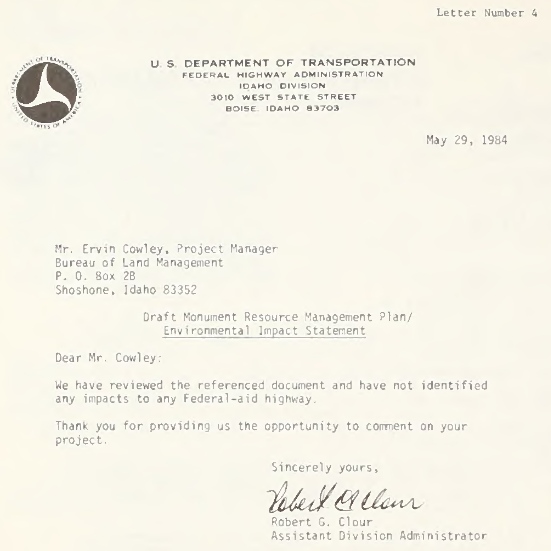
Although we have no direct authority with respect to candidate species until they are federally listed, we support the direction that the plan takes with respect to the ferruginous hawk, Swainsons hawk, Shoshone sculpin and Snake River snails. Also, we encourage you to allocate funds and staff time for development of nesting opportunities for both raptor species. My staff can be made available (on a limited basis) to assist you in these management efforts.

We also concur with the efforts you are taking to include candidate plant species in your evaluations. The direction you are taking in affording their protection is welcomed.

Thank you for your interest in the conservation of rare species.

James F. Gore
James F. Gore

cc: FWS, AFA, Portland
IDFG, Hdqtrs., Boise
IDFG, Region 4, Jerome



Letter Number 4

U. S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
IDAHO DIVISION
3010 WEST STATE STREET
BOISE, IDAHO 83703

May 29, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P. O. Box 2B
Shoshone, Idaho 83352

Draft Monument Resource Management Plan/
Environmental Impact Statement

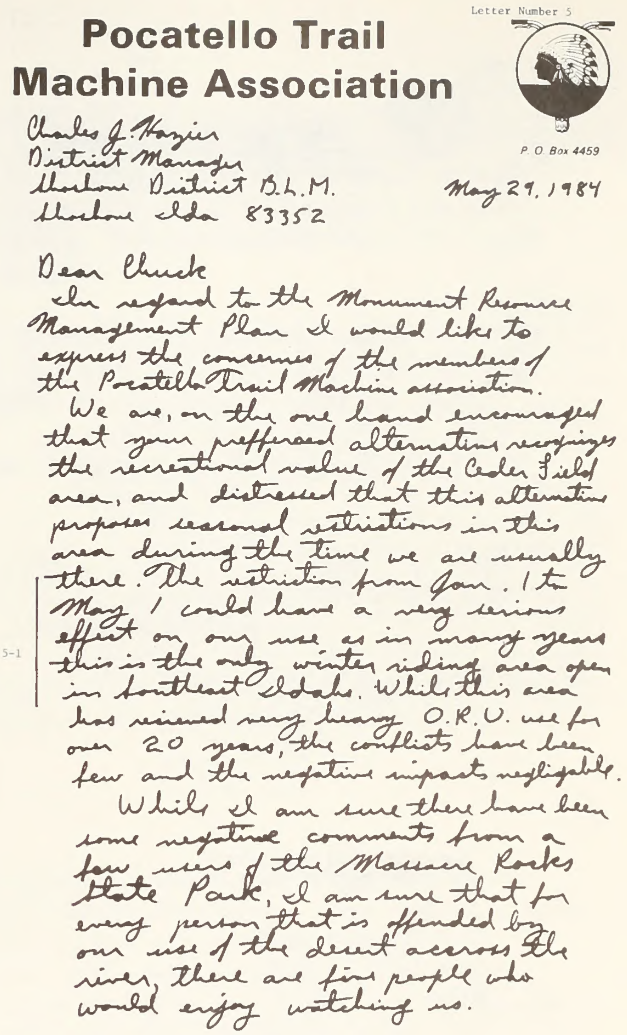
Dear Mr. Cowley:

We have reviewed the referenced document and have not identified any impacts to any Federal-aid highway.

Thank you for providing us the opportunity to comment on your project.

Sincerely yours,

Robert G. Clour
Robert G. Clour
Assistant Division Administrator



Letter Number 5

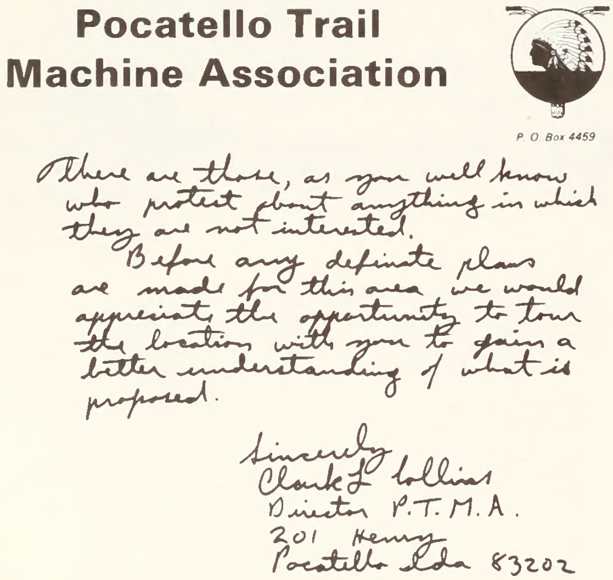
Pocatello Trail Machine Association

P. O. Box 4459

Charles J. Hazier
District Manager
Shoshone District B.L.M.
Shoshone Ida 83352

May 29, 1984

Dear Chuck
In regard to the Monument Resource
Management Plan I would like to
express the concernes of the members of
the Pocatello Trail Machine association.
We are, on the one hand encouraged
that your prefferaed alternatives recognizes
the recreational value of the Ceder Field
area, and distressed that this alternative
proposes seasonal restrictions in this
area during the time we are usually
there. The restriction from Jan. 1 to
May 1 could have a very serious
effect on our use as in many years
5-1 this is the only winter riding area open
in Southeast Idaho. While this area
has recieved very heavy O.R.V. use for
over 20 years, the conflicts have been
few and the negative impacts negligable.
While I am sure there have been
some negative comments from a
few users of the Massacre Rocks
State Park, I am sure that for
every person that is offended by
our use of the desert acerross the
river, there are fine people who
would enjoy watching us.



Pocatello Trail Machine Association

P. O. Box 4459

There are those, as you well know
who protest about anything in which
they are not interested.
Before any definite plans
are made for this area we would
appreciate the opportunity to tour
the location with you to gain a
better understanding of what is
proposed.

Sincerely
Clark L. Collins
Director P.T.M.A.
201 Henry
Pocatello Ida 83202

Response to Letter Number 5

5-1 A 'limited' designation is intended to allow ORV activity while protecting other resource values. The impact on ORV use is recognized in the draft and final EIS, but use will be allowed to continue. High ORV values in the Cedar Fields area have been recognized, as have high scenic values, high density of cultural resources, and erodible soils. The Bureau of Reclamation, which administers the majority of public land in the Cedar Fields area, has designated Bureau of Reclamation lands "limited" to ORV use. A BLM "limited" designation is consistent with Bureau of Reclamation administration of this area. Since Bureau of Reclamation limitations are not seasonal in nature, the seasonal nature of proposed BLM limited designations in the Cedar Fields area have been changed to a year-round limitation in Alternative C of the final EIS.

Interested organizations and individuals will have the opportunity to work with the BLM in developing specific limitations.

Letter Number 6

June 5, 1984

Mary Rosczyk
16172 Ballantine Ln.
Huntington Beach, Calif.
92647

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P.O. Box 2B
Shoshone, Idaho 83352

Dear Mr Cowley,

I welcome the opportunity to comment on the draft Monmument Resource Management Plan/Environmental Impact Statement and regret that I cannot attend the public hearing. I will not discuss those issues which are essentially the same for all the alternatives. I will mention that each alternative is generally well thought-out in addressing its primary concern. As to which of the alternatives should be selected, I feel that the only responsible choice lies between Alternatives C and D, with D being superior to C.

Alternative A doesn't include Box Canyon which I feel must be preserved because

of its natural beauty. Alternative B would be an extremely poor choice because of the possibility for agricultural development in the Lake Walcott area with the erosion that would ensue. Neither Alternatives A or B include Sand Butte which is important since it contains the only natural Ferruginous Hawk nest, and neither A nor B protect the Silver Sage Playa with its relict vegetation community. I don't think it would be feasible at this time to discontinue grazing which would elemenate Sub-Alternative D.

In comparing Alternatives C and D, I feel some of the Wilderness Study Areas (WSA) are more important than others, but would like to see all six WSA's included. Only Alternative D includes all six WSA. More important than this however are several other issues: Only Alternative D would decrease soil erosion, which is of primary importance. I don't agree with the livestock stocking rate of 5.9 acres per AUM

as suggested in Alternative C. The rate should be at least 9.3 acres/AUM (Alternative A) or 15.3 acres/AUM as provided in Alternative D. A drought year like 1977 is an actuality and I don't think that a "temporary suspension" would work as well in fact as it does on paper. Finally, improvement and 20-year maintenance for Alternative D would cost considerably less than both Alternatives C or B.

Sincerely
Mary Rosczyk

MARY LOU ROSCZYK
16172 BALLANTINE LN
HUNTINGTON BCH CA 92647

Letter Number 7

WRIT.EN PROTEST

Paul, Idaho
June 11, 1984

Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 2B
Shoshone, Idaho 83352

Re:Desert Land Entry I-7258
Monument Resource Management Plan and Draft EIS (Correspondence 1601)

Dear Mr. Cowley;

I would like to protest the proposed uses of the land which my DLE(I-7258) is filed upon under Alternatives A, B, and C of your Draft RMP/EIS.Alternative D appears to me to be the only logical and acceptable alternative.

Alternative A allows very little agricultural development, including not allowing the development of my DLE. This option is totally unacceptable as it is imperative that at least some agricultural lands are developed. There appears to be no balance whatsoever between the competing agricultural, enviromental, and rangeland interest.Suitable lands should be developed to provide jobs, taxes, and economic growth for the area.

Alternative B provides for a much better attitude toward new land development. My objection here is that on my personal DLE the proposal is for a 7-1 general transfer use. This proposal fails to recognize that I have a valid DLE filing on this parcel of land and have had for 11 years. A more appropriate designation would be for Transfer-Agricultural Entry Only as under Alternative D. A Transfer- Agricultural Entry Only would be much more equitable and non-discriminatory to all involved.

Alternative C, the preferred alternative, is a generally acceptable proposal to me,although again it proposes to release the land on which I am filed by another means. In this instance it is through a Bureau Of Reclamation transfer for agricultural development. I strongly object to this claim-jumping manuver by the Bureau of Reclamation. Although I am flattered that the Bureau of Reclamation appears to think that I have a grand idea in developing these lands, I would like to remind you, Mr. Cowley, that it was my idea approximately a decade earlier to do the same thing. This land would be much better developed under a private development rather than squander government (tax) dollars on a plan that will cost twice as much to achieve the same means. Also under the Bureau of Reclamation's draft plan they claim that private developers would be unable to obtain water rights but that they can. This idea is totally false as I have obtained water rights for this land myself already and it has cost me a considerable sum of money, as you are aware.

Therefore, Mr. Cowley, I would request that whichever alternative you select that it be modified to list the lands which my DLE is filed on in a Transfer-Agricultural Entry Only category.This is the only suitable category to list these lands in to achieve just and proper social, economic, and enviromental needs within our community and state.

I would like to sincerely thank you for this opportunity to provide my comments and opinions on your draft RMP/EIS.

Kent Klosterman
Kent L. Klosterman
Box 542
Paul, Idaho 83347

DLE I-7258

Response to Letter Number 7

7-1 The Monument RMP does not recognize any DLE applications specifically by applicant or length of application.

The text has been changed under "T1-Transfer" in Chapter 2 of the final EIS to indicate that agricultural entry applications or other proposals for land transfers will be considered in the order they were or are received. Thus, if a DLE application preceded other transfer proposals, the DLE application would be considered first.

Letter Number 8

United States Department of the Interior
BUREAU OF RECLAMATION
PACIFIC NORTHWEST REGION
FEDERAL BUILDING & U.S. COURTHOUSE
BOX 043-550 WEST FORT STREET
BOISE, IDAHO 83724

JUN 20 1984
RECEIVED
BUREAU OF LAND MANAGEMENT
SHOSHONE, IDAHO 83352

IN REPLY REFER TO: PN 150
120.1

JUN 19 1984

Memorandum

To: Project Manager, Bureau of Land Management, Shoshone, Idaho

From: Acting Regional Director, Bureau of Reclamation, Boise, Idaho

Subject: Review of Draft Environmental Impact Statement--Monument Resource Management Plan, Idaho

We have reviewed the subject document and find Alternative C, the Preferred Alternative, consistent with the Bureau of Reclamation planning effort for the Minidoka North Side Pumping Division Extension Project. Based on recent discussions between you and members of our staff, it is our understanding that certain Bureau of Land Management lands identified for Bureau of Reclamation transfer (T-4) may be approved for private entry (T-2, Transfer to Agriculture Only). Our planning effort could accommodate a change such as this.

The allocation of uses for the Bureau of Land Management lands earmarked for Reclamation transfer (T-4) has been completed and approved by both irrigation and wildlife interests. We have enclosed maps and data showing the proposed land uses and an acreage summary by 40-acre subdivision. The allocations are as follows:

Irrigation	1,340 acres
Critical wildlife habitat tracts	933 acres
Other wildlife areas	1,478 acres
Total	3,751 acres

Thank you for the opportunity to review this document. Please let us know if we can be of further assistance.

John W. Keys, III

Enclosures

cc: Commissioner of Reclamation, Washington, D.C., Attention: 150

Letter Number 9

June 20, 1984

John Husband, Planning & Environmental Coordinator
Bureau of Land Management
P. O. Box 2 B
Shoshone, ID 83352

Dear Mr. Husband:

9-1 I would like to see Plan B or Plan C of the RMP adopted. I would like to see DLE of Kim Irwin corrected. It appears on the Map Number 3 that some land in T. 8 S., R. 26 E., Section 13 has been left out.

G. F. Irwin
Rt. 4, Box 149
Rupert, ID 83350

Response to Letter Number 9

9-1 Due to the scale of the maps in the EIS, some small parcels are difficult to show clearly. A review of our information indicates that the entire parcel referenced is shown on the map as a T2 area, transfer for agricultural entry.

Letter Number 10

Rt. 2, Box 75
Gooding, ID 83330
June 20, 1984

Ervin Crowley
Project Manager
Bureau of Land Management
P.O. Box 2 B
Shoshone, ID 83352

Dear Sir:

I wish to address the Monument Resource Management E.I.S. draft statement.

1. Control of noxious weeds needs to be made stronger including the provision that noxious weeds will be controlled, regardless of expense and even at the detriment of wildlife habitat.

2. Regarding livestock grazing-I will limit my comments
to South Gooding Allotment in specific. I don't believe
10-1 that your studies validate calling it in the stable trend,
I think your studies clearly show it in an upward trend.
Also, I see no reason for it not to be included in plans
10-2 for range improvement. I disagree with Map 15 including
the South Gooding Allotment in the Antelope winter range.

Concerning the general run of the EIS, I don't think that the overall reductions of the grazing use are warranted, because as a general rule, the land doesn't need that much reduction.
I was pleased with the BLM alternatives B and C on lands suitable for irrigation. I feel that the sooner this land is put on the tax rolls the better off we will be.

Sincerely,

J D Baldwin

J. D. Baldwin

Response to Letter Number 10

10-1 The allotment consists of cheatgrass range with some brush. There is no significant seed source for climax dominant grass species or many of the climax forb species, but the soil appears stable and cheatgrass is not giving way to less-desirable annual weeds. Consequently, our judgment is that trend is static.

10-2 Large herds of antelope have been sighted within one and one-half miles of this allotment in winter. This is a very small allotment and could fall inside or outside of true winter range. The lines drawn to delimit winter range are not precise enough to include/exclude small tracts of land along the boundary.

We do intend to consider this allotment in HMP preparation. At that time, Mr. Baldwin will have opportunity td comment on specific land use decisions that concern him.

Letter Number 11

June 19, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P. O. Box 2 B
Shoshone, Idaho 83352

Dear Sirs:

I would like to submit my written testimony regarding the Monument Resource Management Plan/Environmental Impact Statement.

In 1975, my wife and I filed a Carey Act claim on approximately 320 acres, legal description T9S, R28EBM, S13, S½NW¼, S½NE¼, N½SE¼; T9S, R29EBM, S18, Lot #3; N½SW¼; in Power County (also numbered 9000, 28 and 29).

I want to be on record favoring Alternative B or C. The land we filed on would be excellent for agricultural development. It has good soil, gentle terrain, and is near water and power. The land adjacent to our claim is privately owned and is currently being farmed with great success.

The land has been classified as mineral in nature. Some mining has been done within a couple miles of our Carey Act claim, but with little or no success. Any gold or other minerals located on this property would be so minuscule in nature that mining could not be feasable. However, as a precautionary measure, I filed a mining claim over my Carey Act claim several years ago. I did this to prevent some gold-crazed outsider from filing on it, and further complicating the status of the land. (I know for a fact that some excited people will file mining claims for miles around even a minute location of gold.)

There is no doubt in my mind that this land in question is ideal for agricultural development, and should be thusly classified.

I regret that I was unable to testify in person at this time. I would like to discuss this with you in more detail at a future date.

Thank you for your consideration.

Sincerely,

Carl Henry Hege
Carl Henry Hege
Anne E. Hege
Anne E. Hege
Route One
Aberdeen, Idaho 83210

Power Soil Conservation District

American Falls, Idaho 83211

June 19, 1984

Ervin Cowley, Project Manager
Bureau of Land Management
P. O. Box 2 B
Shosone, Idaho 83352

Dear Mr. Cowley;

Following are the comments of the Power Soil Conservation District. We would like to support alternative plan C for the Monument Resource Management Plan.

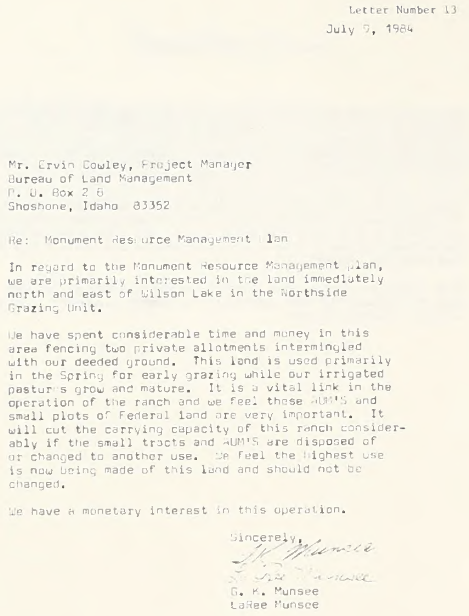
Some of the important points of the alternative that we strongly agree with are:

1. Most of the soils are highly erosive and should remain in native vegetation.
2. There is presently a good stand of native and seeded vegetation which has been improved over the past 30 years. This has been accomplished through the cooperation of the present permittee's and the Bureau of Land Management.
3. We would also like to point out the over-production of crops now. The farmers are receiving less because they have and are producing more than the people can consume. The federal government is presently paying billions of dollars to induce farmers not to produce certain crops. If this was put into crop production it would be counter-productive to the present agricultural programs.
4. We are not advocating that this land be permanently removed from consideration as cropland. If in the future, this land is needed for crop production, it will be far more feasible and economical to consider it for desert entry at that time.

If you need further support for your Management Plan, please let us know at the District Office.

Sincerely,

Willis W. Williams, Chairman
Power Soil Conservation District



Letter Number 13

July 9, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P. O. Box 2 8
Shoshone, Idaho 83352

Re: Monument Resource Management Plan

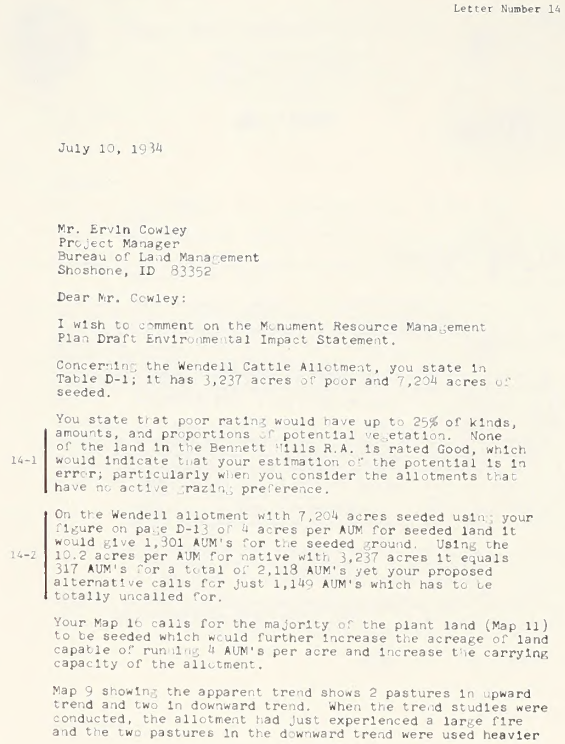
In regard to the Monument Resource Management plan, we are primarily interested in the land immediately north and east of Wilson Lake in the Northside Grazing Unit.

We have spent considerable time and money in this area fencing two private allotments intermingled with our deeded ground. This land is used primarily in the Spring for early grazing while our irrigated pastures grow and mature. It is a vital link in the operation of the ranch and we feel these AUM'S and small plots of Federal land are very important. It will cut the carrying capacity of this ranch considerably if the small tracts and AUM'S are disposed of or changed to another use. We feel the highest use is now being made of this land and should not be changed.

We have a monetary interest in this operation.

Sincerely,

G. K. Munsee
LaRee Munsee



Letter Number 14

July 10, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
Shoshone, ID 83352

Dear Mr. Cowley:

I wish to comment on the Monument Resource Management Plan Draft Environmental Impact Statement.

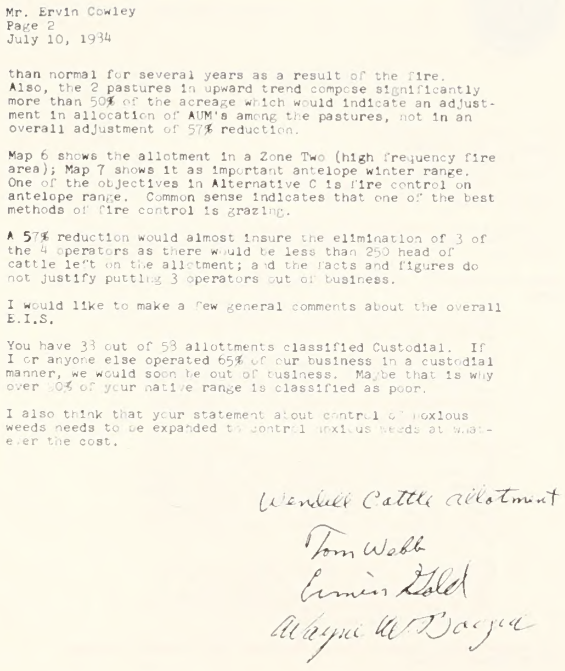
Concerning the Wendell Cattle Allotment, you state in Table D-1; it has 3,237 acres of poor and 7,204 acres of seeded.

14-1 You state that poor rating would have up to 25% of kinds, amounts, and proportions of potential vegetation. None of the land in the Bennett Hills R.A. is rated Good, which would indicate that your estimation of the potential is in error; particularly when you consider the allotments that have no active grazing preference.

14-2 On the Wendell allotment with 7,204 acres seeded using your figure on page D-13 of 4 acres per AUM for seeded land it would give 1,801 AUM's for the seeded ground. Using the 10.2 acres per AUM for native with 3,237 acres it equals 317 AUM's for a total of 2,118 AUM's yet your proposed alternative calls for just 1,149 AUM's which has to be totally uncalled for.

Your Map 16 calls for the majority of the plant land (Map 11) to be seeded which would further increase the acreage of land capable of running 4 AUM's per acre and increase the carrying capacity of the allotment.

Map 9 showing the apparent trend shows 2 pastures in upward trend and two in downward trend. When the trend studies were conducted, the allotment had just experienced a large fire and the two pastures in the downward trend were used heavier



Mr. Ervin Cowley
Page 2
July 10, 1984

than normal for several years as a result of the fire. Also, the 2 pastures in upward trend compose significantly more than 50% of the acreage which would indicate an adjustment in allocation of AUM's among the pastures, not in an overall adjustment of 57% reduction.

Map 6 shows the allotment in a Zone Two (high frequency fire area); Map 7 shows it as important antelope winter range. One of the objectives in Alternative C is fire control on antelope range. Common sense indicates that one of the best methods of fire control is grazing.

A 57% reduction would almost insure the elimination of 3 of the 4 operators as there would be less than 250 head of cattle left on the allotment; and the facts and figures do not justify putting 3 operators out of business.

I would like to make a few general comments about the overall E.I.S.

You have 38 out of 58 allottments classified Custodial. If I or anyone else operated 65% of our business in a custodial manner, we would soon be out of business. Maybe that is why over 50% of your native range is classified as poor.

I also think that your statement about control of noxious weeds needs to be expanded to control noxious weeds at whatever the cost.

Wendell Cattle allotment
Tom Webb
Ervin Gold
Wayne W. Boyce

Response to Letter Number 14

14-1 All of this area was extensively disturbed in the past, and the full complement of native forbs and grasses appear only as scattered, minor remnants. Present grazing use has little to do with the situation which has resulted from past disturbance, and was essentially complete prior to adjudication in 1965. Even the seedings would not be considered good ecological condition because the dominant species was not part of the native plant community.

14-2 In Alternatives B and C, we proposed that 6,024 acres of the Wendell Cattle Allotment would be considered for agricultural development. If these were all transferred, 1,180 acres of existing seeding would be left, and 2,268 acres would be newly seeded to offset the loss of land as much as possible. At 3.0 acres/AUM (assumed because intensive grazing management would continue), this would total 1,149 AUMs (3,448 acres divided by 3.0). The remaining acres not lost to transfer would continue to be unproductive rock outcrop, with the seedings carrying the grazing. Existing average stocking rate in Wendell Cattle Allotment is 3.89 acres/AUM.

Letter Number 15

July 6, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 28
Shoshone, Idaho 83352

RE: Comment on the Draft Monument Resource Management Plan/Environmental Impact Statement

Dear Mr. Cowley:

I greatly appreciate this opportunity for public review and comment upon the Draft RMP/EIS. I have a number of comments regarding the grocery list of issues with which this document is initiated, the alternatives presented, and site-specific matters. The order in which I treat these topics does not reflect a heirarchy of significance.

o Discussion of current Sole Source Aquifer designation studies by the U.S. G.S. and the E.P.A.

15-1 The draft EIS does not cite or discuss the potential designation of the Snake River Plain aquifer which underlies the study area as a sole source natural resource. Since the documentation overwhelmingly supports sole source qualification, and since it represents the best available scientific evidence on the topics treated, the BLM should discuss the issue and cite these references:

Young, H.W. and M.L. Jones. 1984. Hydrologic, Demographic, and Land-Use Data for the Snake River Plain, Southwestern Idaho. U.S. Geological Survey Water-Resources Investigations Report 84-4001. Prepared in cooperation with the U.S. Environmental Protection Agency.

Marshall, W. March, 1984. Support Document for the EPA Designation of the Snake River Plain Aquifer as a Sole Source Aquifer. U.S. EPA Region 10, Seattle, Washington.

U.S. Geological Survey. 1984. Locations of current ground-water observation wells, and proposed observation wells and water quality sampling sites, Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate II.

U.S. Geological Survey. 1984. Land use and ownership, water use, and contributory drainage area to the Snake River Plain Aquifer. Water Resources Investigations 84-4001 (unnumbered plate).

U.S. Geological Survey. 1984. Depth to water, March 1980, in the Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 2.

U.S. Geological Survey. 1984. Water-table contours, March, 1980, in the Snake River Plain Aquifer. (This updates an open-file report by Lindholm, et al, 1983).

U.S. Geological Survey. 1984. Water-level hydrographs and locations of selected wells, Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 4.

U.S. Geological Survey. 1984. Estimated 1980 recharge to and discharge from the Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 5

U.S. Geological Survey. 1984. Spring flows and annual spring discharge, and locations of selected springs, Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 6.

U.S. Geological Survey. 1984. Water quality sites on the Snake River Plain Aquifer and Snake River. Water Resources Investigations 84-4001, Plate 7.

U.S. Geological Survey. 1984. Generalized soils overlying the Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 8.

U.S. Geological Survey. 1984. Population distribution, Snake River Plain and contributory drainage area. Water Resources Investigations 84-4001, Plate 9.

U.S. Geological Survey. 1984. Waste water and solid waste disposal sites, Snake River Plain and contributory drainage area. Water Resources Investigations 84-4001, Plate 10.

This magnificent set of plates is available upon request from Dr. Gerald Opatz, E.P.A., 1200 Sixth Avenue, Seattle, Washington 98101, and your office should request copies for reference. Why not incorporate these - perhaps even directly - into figures such as Map 14? I would like to see maps added reflecting Plate 9 (population distribution), the Unnumbered Plate (Land use and ownership, water use), the Water table contours Plate, Depth to water (Plate 2), and a summary of Young and Jones (1984) discussing hydrologic, demographic, and land use data for the study area. This could be easily accomplished and is necessary for the reviewing public to accurately understand the implications of the land-use decisions your alternatives represent.

o 15-2 The Final EIS should cite other designated and candidate National Natural Landmarks within the broad boundaries of the management area. These include Niagra Springs (a designated Landmark)*, Malad Canyon, and the Wiley Reach of the Snake River (in addition to Box Canyon and Vineyard Creek). I appreciate your citing my Box Canyon study, and urge you to also cite my 15-3 Malad Canyon and Wiley Reach papers. Similarly, you should note that the Wiley Reach and lower Malad Canyon were listed as the sixth ranked site in the state in the U.S. Fish and Wildlife Service's (Boccard, 1980) "Important Fish and Wildlife Habitats in Idaho." 15-4 The Wiley Reach should be designated on your figure (Map 13) depicting "Wilderness and Recreation" since it was identified by the Heritage Conservation Recreation Service (and subsequently the National Park Service) as one of the 22 river segments in Idaho having promise for Wild and Scenic River qualification (you should cite the Nationwide Rivers Inventory.) The two sites you list are nice whitewater but didn't qualify in the NPS study - you should at least put the one local site on the map which did. 15-5 You should also cite the FERC EIS on the A.J. Wiley Project and Eagle Rock Project, and the NSF sponsored study on the Wiley Reach should be cited.

---

*The Dry Cataracts is another designated landmark whose Natural Landmark Brief should be listed in your bibliography.

o 15-6 The rare, threatened, or endangered species list omits a number of species for which status reviews have recently been completed, and others about which less is known should be listed. For example, the FEIS should cite the Status Reviews of the Bliss Rapids Snail, Snake River _Physa_ Snail, Utah _Valvata_ Snail, Giant Columbia River Limpet, and the Shoshone sculpin. The Bliss Rapids Snail and Snake River _Physa_ Snail are now Category I organisms on the priority list for Federal protection (the others are Category II). The FEIS should also mention the white sturgeon and the Fish and Game studies on the species in the Snake River bordering the study area. The desert nightsnake, verified from Box Canyon, should also be cited, and the most recent publication of the Rare and Endangered Plants Technical Committee should be consulted.

It would be extremely useful to the reviewing public to be able to refer to a map indicating areas or habitats in which these species local occurrences are focused, including rare, threatened, or endangered (candidate or designated) plants, animals and plant communities. The BLM staff responsible for the preparation of the DEIS is to be highly commended for the preparation of tables such 15-7 as those on page 2-67. A similar analysis should be constructed for plants. In conjunction with maps of the host habitats, these would allow the reader a better assessment of the impact of the alternatives upon this generic group of organisms.

o 15-8 Wildlife AUM allocations at present in all of your alternatives are not presented, nor is it clear why wildlife AUM allocation is not adequately treated. Projections of alternative impacts are made upon what BLM must consider indicator or primary species (mostly large mammals), but other more subtle issues such as the impacts of additional bovine grazing pressure or the accompanying "range improvements" upon plant and animal species diversity are not treated. For each alternative the FEIS should clearly and thoughtfully present a realistic projection of the result it would have upon ecologic naturalness, as measured by shift in species diversity, changes in community interrelationships, and successional events. (Obviously after so many years of grazing and the intrusion of introduced species there are few sites which have remnant native communities, but the FEIS should identify what these new interferences - spraying, seeding with introduced species, applying widespread large herbivore grazing pressure, the behavioral problems cattle have which exclude indiginous wildlife, and so forth - have upon the ecosystem as it is now. Is the public domain going to become more disturbed, how will existing elements of naturalness be affected, and how will these alternatives change species diversity in different habitats? Any shift away from naturalness on public domain lands should be carefully identified and avoided.)

As you know, I disagree with the range of alternatives presented in this document and doubt that they would survive superior court scrutiny for compliance with NEPA. The range of alternatives, FLPMA, and NEPA are discussed later in these comments, but the fundamental problem with this whole management plan is that it does not comply with sustained yield management, it does not offer true multiple use (rather it is designed to accomodate present or added livestock use), and it is an approach which betrays least-consequence stewardship for emphasis upon commodity and consumptive uses of a fragile public resource. Livestock use of forage is only one of many uses and it is difficult to understand how designating 99% of the forage available to livestock can give wildlife a fair shake. I am attaching previous letters to your office and others which state my opinion on better allocations of public domain resources.

I am adamently opposed to Cooperative Management Agreements, and request full NEPA compliance through EIS analysis and preparation for these lands. After all, the management plans flowing from these Agreements are made by special interest beneficiaries - ranchers - who are not trained professionals, as all public domain managers should be. This whole program is not in the public interest as it plays right into the hands of special interests and should at the least be examined in an EIS format in which real alternative management strategies are analyzed by the BLM public domain steward professionals and by the public itself.

In closing on the topic of wildlife resource analysis, let me simply state that I philosophically disagree with pumping up the forage ecosystem with a greatly added load of introduced grasses so that you can actually increase livestock AUM allocations at the expense of greatly accelerating ecological disturbance and the continuing trend away from ecosystem naturalness. From my perspective, the BLM should not regulate public domain as if it were a private cattle ranch, but rather should be calculating sustained yield on present forage bases[1] and doing everything possible to reverse and mitigate the successional problems now pervasive in the west. By opting for continuing the practice of seriously manipulating the dominant species in these mixed introduced/native grasslands, what is really happening is a continued replacement of native species and a continued trend toward much lower species diversity of natives.

Change in proposed AUM allocation from the present (No Action - Alt. A):

	Livestock AUMs	Wildlife AUMs	%Change from Present
Alt. A	97,564	-	0
Alt. B	150,100	-	+54%
Alt. C	144,776	-	+48%
Alt. D	59,106	-	-39%
Sub-alt. D	0	-	-100

As you probably can guess, I also disagree with using ecological reasons (i.e., patches of crested wheat grass introduced during historic "range improvement" efforts) as a basis for excluding or down-grading WSA sites. I thought that you might appreciate the following excerpt from Munning and O'Hara's "Washington Wilderness: The Unfinished Work":

> *MYTH 4: Wild areas must be virgin and pristine in order to qualify for wilderness.*
> Since 1964 Congress has repeatedly rejected overly strict purity standards, recognizing that there is no "pure" wilderness remaining today. The Wilderness Act defines wilderness as "land retaining its primeval character and influence ... and which generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable" (emphasis added). The essential point is that certain past actions may be tolerated or corrected, but similar disturbing actions may not be initiated in a wilderness.
>
> Wilderness also need not be completely insulated from the "sights and sounds" of man's activities. The "sights and sounds" criterion is a tactic that is used to minimize the amount of land that can be considered for wilderness; it is especially useful when managers seek to exclude lowland forests and approach routes from wilderness consideration. Glimpses of logging roads in the distance or the sounds of activities occurring outside of an area are not valid reasons for excluding it from wilderness consideration. Such "sights and sounds" have only a small effect on a visitor's appreciation for wildland; in fact, they often foster a greater appreciation for land that is still unaltered.

Were introduced species reason for wilderness exclusion, cows would be conspicuous candidates for removal, which is not necessary unless they interfere with naturalness through serious overgrazing.

---

[1] Coggins (1984) recommends using critical forage year (drought) data for AUM allocation. What would these levels be for the Monument area and how would even Alt. A livestock allocations impact wildlife during such an episode? Least consequence stewardship would concur with Coggins conservative approach.

15-9 Map I. This land status map should incorporate the 1984 mapping effort of the USGS (Water Resources Investigations 84-4001, unnumbered plate).

There should be a map indicating water resource availability (water contours, depth to water, and so forth; see USGS maps referenced above).

There should be a map indicating population distribution, as in Plate 9 (cited above).

15-10 Map 2. The proposed Vineyard Creek ACEC (sub L-6) is not indicated on the Map, although the site is designated by the purple color.

15-11 Map 7. It is extremely misleading to only present Shoshone sculpin in BLM localities (Box Canyon; Blueheart Springs should also be indicated). The entire distribution should be mapped, as it appears in Figures 1 and 2 of Wallace and Griffith (1982). Omitted from this map are the distributions of the Bliss Rapids Snail, Snake River Physa Snail, Utah Valvata Snail, and all plants. The distributions (which are extremely limited) of all of these species should be indicated. A similar map for plants and plant communities (rare, threatened or endangered) should be constructed.

15-12 Map 8. All proposed or designated National Natural Landmarks should appear on this Map. Omitted are Niagra Springs (a designated NNL), the Wiley Reach of the Snake River, and Malad Canyon. The Wiley Reach and lower Malad Canyon
15-13 should also be cited on this map as one of the Important Fish and Wildlife Habitat sites determined by the USFWS (Boccard, 1980).

15-14 Map 13. The Wiley Reach of the Snake River should be marked in blue as a "high quality whitewater" site. This site should also be labeled as having been identified as a promising Wild and Scenic River (recreational river) reach in the National Rivers Inventory.

15-15 Map 11. High quality riparian habitat and "average" riparian vegetation should be designated on this otherwise forage fixated habitat map. Lower Malad Canyon and the Wiley Reach (see USFWS, 1980) should be indicated as high quality riparian habitat.

15-16 It would be extremely useful to have a map indicating projected maximum ecological condition/mitigation habitat potential (as in Alt. D sub "no grazing") for the Monument region. This map could indicate areas which would be suitable for re-introduction of native species (bighorn sheep, antelope), expansion of natural community types were seeding and spraying terminated, and expansion of rare, threatened, and endangered plants, animals and plant communities.

15-17 Vineyard Creek ACEC. On page 1-21 "a unique species of hybrid trout" should be changed to "a unique hybrid trout population". As you know, I strongly recommend ACEC designation for the entire Natural Landmark (Dry Cataract), rather than the scaled down ACEC BLM proposes.

I strongly support Alternative D, which comes the closest to addressing sustained yield, other ecological concerns, and true multiple uses which are in the broader public as opposed to special interest. Many of the ideas you develop in this alternative are basically good, although my preference is that discussed in my letter of May 30, 1983, which I have attached for the record. All six WSAs should be recommended as suitable for wilderness designation; I am opposed to the diminution of the public domain and this alternative reduces transfer to a reasonable level (40% of the current No Action plan; Alt. B would be an increase of 890% above Alt. A); all 126 isolated tracts should be retained for wildlfie habitat values; BLM should never give up land which is important as public access; BLM should calculate what stocking rate would comply with sustained yield, and 15.3 acres per AUM comes much closer than any of the other alternatives; brush control and seeding should be greatly restricted, if not terminated (native species only should be used for seeding); I disagree with many of the proposed "range improvements" and would like to see AUM generated money put into wildlife mitigation measures; ORV use should be severely curtailed into carefully designed use areas to protect soil, habitat, and wildlife on public lands.
15-18 It seems probable that alternatives B and C would not survive court challenge on a number of grounds, but primarily because they do not comply with FLPMA sustained yield criteria (as well as balanced multiple use mandates) or reflect a legally adequate range of legally possible alternatives. A group of alternatives which would more accurately reflect the legal range of alternatives might be No Action (but designating a reasonable AUM allocation to wildlife), a 10% reduction in livestock AUM allocations, a 20%+ reduction in livestock AUM apportionment, and a maximum preservation/ecological mitigation alternative. Proposing two alternatives which violate sustained yield and which would involve massive ecological manipulation away from naturalness is a very likely a violation of NEPA and the FLPMA, but doesn't really make good longitudinal management sense in any event.

I have attached a number of letters and papers I ask be included in the record. Among these are my comments on the kind of issues you present in the beginning of this DEIS, which, rather than restate, I am just forwarding as I addressed them previously. In view of Coggins interpretations of public rangeland management law, it seems clear that many of these are merely tantalizing special interest users of the public domain into a false impression that their input in their selfinterest can validate uses which are excluded by a balanced multiple use mandate and sustained yield management plan. BLM should be following its mandate which means reducing grazing allocations and being true public interest stewards. Rather than design ways to increase consumptive use by exacerbating ecologic disturbance, I urge keeping naturalness your goal.

Please include this letter and the attachments in the RMP record. Thank you for your consideration and this opportunity to make comment.

Sincerely,

Peter A. Bowler

Permanent address:	Summer address:	Professional affiliation:
560 St. Anns	Star Route	Dept. of Ecology and
Laguna Beach, CA	Bliss, Idaho	Evolutionary Biology
92651	84413	University of California
		Irvine, CA 92717

The following references should be consulted and cited in the final EIS:

Bowler, P.A. 1981. Natural History Studies and an Evaluation of Eligibility of Malad Canyon for National Natural Landmark Designation. Open file report for the Heritage Conseravtion and Recreation Service.

Bowler, P.A. 1981. Natural History Studies and an Evaluation for Eligibility of the Wiley Reach of the Snake River for National Natural Landmark Designation. Open file report for the Heritage Conservation and Recreation Service.

Wallace, R.L. and J.S. Griffith. 1982. Distribution, Relative Abundance, Life History and Habitat Preferences of Shoshone Sculpin. Final Report to U.S. Fish and Wildlife Service, Boise, Idaho.

Ferguson, D. and N. Ferguson. 1983. Sacred Cows at the Public Trough. Maverick Publications, Bend, Oregon.

Taylor, D.W. July 1, 1982. Status Report on Bliss Rapids Snail. Submitted to the U.S. Fish and Wildlife Service, Boise Office.

Taylor, D.W. July 1, 1982. Status Report on Giant Columbia River Limpet in Southwestern Idaho. Submitted to the U.S. Fish and Wildlife Service, Boise Office.

Taylor, D.W. July 1, 1982. Status Report on Snake River Physa Snail. Submitted to the U.S. Fish and Wildlife Service, Boise, Idaho.

Taylor, D.W. May 10, 1982. Status Report on Homedale Creek Snail. Submitted to the U.S. Fish and Wildlife Service, Boise, Idaho.

Taylor, D.W. August 13, 1982. Status Report on the Utah Valvata Snail. Submitted to the U.S. Fish and Wildlife Service, Boise, Idaho.

Federal Energy Regulatory Commission. March, 1984. Eagle Rock Project, FERC Project No. 2789. Final Environmental Impact Statement.

Federal Energy Regulatory Commission. September, 1982. A.J. Wiley Project, FERC Project No. 2845. Final Environmental Impact Statement.

U.S. Fish and Wildlife Service. 1980. Review of the status of the Bliss Rapids Snail and the Snake River Physa Snail. Federal Register 45 (80): 27723.

Boccard, B. 1980. Important fish and wildlife habitats of Idaho; an inventory. U.S. Fish and Wildlife Service.

Lindholm, G.F., S.P. Garabedian, G.D. Newton, and R.L. Whitehead. 1983. Configuration of the Water Table, March 1980, in the Snake River Plain Regional Aquifer System, Idaho and Eastern Oregon. Open File Report 82-1022. U.S. Geological Survey. Denver Office.

University of California, Irvine. 1980. Studies of Water Use on the Snake River Drainage, Southern Idaho. Research Reports on the A.J. Wiley Reach. Sponsored by National Science Foundation Grant No. SPI-7905344. (Eleven research papers)

Munning, H. and P. O'Hara. 1984. Washington Wilderness: The Unfinished Work. Mountaineers. Seattle, WA.

Coggins, G.C., P.B. Evans, and Margaret Lindberg-Johnson. 1982. The Law of Public Rangeland Management I: The Extent and Distribution of Federal Power. Environmental Law 12: 534-621.

Coggins, G.C. and M. Lindeberg-Johnson. 1982. The Law of Public Rangeland Management II: The Commons and the Taylor Act. Environmental Law 13: 1-101.

Coggins, G.C. 1983. The Law of Public Rangeland Management III: A Survey of Creeping Regulation at the Periphery, 1934-1982. Environmental Law 13: 295-365.

Coggins, G.C. 1983. The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate. Environmental Law 14: 1-132.

Coggins, G.C. 1984. The Law of Public Rangeland Management V: Prescriptions for Reform. Environmental Law 14: 497-546.

Heritage Conservation and Recreation Service. 1980. Ntionawide Rivers Inventory: A Report on Natural and Free-flowing Rivers in the Northwestern United States. Northwest Region. Seattle, Washington. (The Final Inventory was published by the National Park Service.)

Response to Letter Number 15

15-1 Potential designation of the Snake River Plain Aquifer as a sole source aquifer has no effect on proposals in the RMP and proposals in the RMP do not have any effect on the potential designation. Therefore, the issue is not discussed in the EIS.

The effect of removal of water from the aquifer to irrigate newly developed farmland on hydroelectric generation is discussed under "Economic Conditions" in Chapter 4 for each alternative. Any individual proposals that may impact the aquifer will be considered through the NEPA processes.

15-2 The areas mentioned have not been cited in the Draft EIS because they contain no public land in the Monument Planning Area. The existence of these areas has no effect on proposed actions in the RMP and any of the proposed actions will not have any effect on the subject proposed National Natural Landmarks.

15-3 Actions proposed in the RMP would have no effect on habitat in these areas. There is no public land in the Monument Planning Area in either area, so BLM has no control over management there.

15-4 Although qualifying for inclusion on the Nationwide Rivers Inventory, there is no public land adjacent to the river within the Monument Planning Area. Actions proposed in the RMP would have no effect on this portion of the river or recreational use of it. For this reason, the Wiley Reach of the Snake River has not been included on the map or in the narrative as a significant recreation resource.

15-5 Although these studies may be of interest to some readers of the RMP, they do not expand on identified planning issues and information from the studies was not used in this EIS. Therefore, they are not cited.

15-6 Of all these species, only the Bliss Rapids Snail may occur in waters adjacent to BLM-administered land. Most are only in the Snake River and the actions proposed in the RMP would not affect them.

We agree that we should cite the status review of the Bliss Rapids Snail as we do include this species in the RMP. It is referenced in the final RMP/EIS.

The desert nightsnake has no special status. There is no difference among alternatives in how this species would be managed. No impacts on this species are predicted for any of the alternatives.

The most recent publication of the Rare and Endangered Plants Technical Committee was consulted and is now cited on page 3-13 of the final EIS. Additional information concerning proposed threatened and endangered plants has also been added to the text. This includes information about the Picabo milkvetch obtained in 1984.

15-7 The effects of actions proposed in each alternative on threatened and endangered plants are shown in the text of Chapter 4 at the end of each section titled "Vegetation." A brief discussion has been added to Table 2-3 under "vegetation" to show effects in a comparative format.

15-8 AUM "allocations" for wildlife were not presented because AUMs are not limiting. This reasoning is treated on pages 3-3 and 3-4 in the draft RMP/EIS.

The impacts of grazing pressure on plant and animal species diversity will not vary appreciably among alternatives because grazing is already below capacity and other factors (pages 8-3 and 3-4 in the draft RMP/EIS) are much more important. A decrease in grazing would result in more frequent large fires, greater cheatgrass domination, and lower species diversity (pages 4-53, 4-54, and 4-55).

Range improvements would increase species diversity in cheatgrass zones and buffer sagebrush patches from wildfire, thus increasing long-term diversity. Seeding with introduced species that can out-compete cheatgrass is therefore desirable.

Naturalness has already been severely affected by introduced species. In this RMP, we propose to slow or halt even further loss of naturalness, mainly as a result of wildfire. The public domain will become less disturbed with better livestock and fire management.

Our efforts would improve species diversity by range improvements and wildfire control as stated above.

15-9 See response to comment 15-1. A map showing the population distribution would not add to the analysis in the EIS.

15-10 The Vineyard Creek ACEC is not proposed in Alternative A and therefore is not shown on Map 2. The legends for Maps 2 through 5 include all multiple use and transfer designations even though they are not all included in any single alternative.

15-11 We have shown the distributions of these species where actions proposed in the RMP would affect their habitat. See response to comment 15-6.

15-12 See response to Comment 15-2.

15-13 See response to comment 15-3.

15-14 See response to comment 15-4.

15-15 Riparian habitat entered into the planning mainly in the consideration of Isolated Tracts (page C-4). The physically small areas of riparian habitat would be difficult to map on such a small scale. The areas are described on page 3-8 of the final EIS.

There is no public land in the Monument Planning Area in either area. See response to comment 15-3.

15-16 Such a map would be interesting from a historical perspective, but has not been prepared. A map showing the projected improvement in ecological condition would look very similar to the existing ecological condition map (Map 10) because only a small improvement in ecological condition is expected in the 20 years projected by this document.

A map could be prepared for plant communities that once occupied the area, but the possibility of these communities re-establishing over the same area, even far into the future, is very slim. The abundance of cheatgrass in the planning area and the cheatgrass/fire interrelationship described on pages 3-2, 3-3, 3-12, and B-1 - B-3 in the draft EIS are pervasive influences that prevent attainment of higher ecological condition. Re-establishment of the natural vegetation in the time frame covered by this document is simply not feasible. "Alternatives Eliminated From Consideration" in Chapter 2 has been expanded in the final EIS and includes a discussion on re-establishing natural plant communities in the planning area.

Such a map would be difficult to prepare for animals. Although we know that some large animal species such as pumas, grizzlies, and buffalo once lived in the planning area, we do not know their exact range and what their requirements were. We don't know about the past occurrence of many other smaller species such as the desert nightsnake. Re-introduction of some of these native animal species would be futile because of factors that we do not have complete control over, e.g., disturbance by people and livestock, ORV use, trains, and loss of historic habitat to agriculture, urbanization, and cheatgrass.

Rare and threatened and endangered species distribution is controlled by various factors. The range of arching pussytoes communities is limited by the lack of suitable meadow habitat in this area. Most sandy sites in the planning area between 3,700 and 5,000 elevation are potential habitat for the Picabo milkvetch. It appears that the Picabo milkvetch may be a seral species, since more plants have been found on highly disturbed sites than in better condition areas. For some species, such as the desert nightsnake, we don't know enough about their habitat requirements at this time to increase populations.

15-17 The text has been changed (page 52 in the proposed Monument RMP).

15-18 Alternatives B and C are a part of the range of alternatives considered in detail for the EIS. This range of alternatives includes no action, higher livestock stocking, lower livestock stocking, and no livestock grazing. A maximum preservation/ecological mitigation alternative was considered but not developed for analysis in the EIS. The discussion of "Alternatives Eliminated From Consideration" in Chapter 2 has been expanded for the final EIS, beginning on page 2-11.

Letter Number 16

July 10,1984

Ervin Cowley
Project Manager
B.L.M.
P.O.Box 2B
Shoshone, Id 83352

Dear Mr. Cowley,

I have a Desert Land Entry, Number I-13049, in the Monument Planning Area. I attended the hearing in Shoshone recently, but had no prepared statement. I would like to express my thoughts in this letter.

I favor alternative C in the RMP/EIS. I would like to go ahead with developement and I feel that such an isolated parcel is probably difficut for the B.L.M. to manage.

I think developement is feasable because ground water is relatively shallow in that area and I have a valid water permit. As it stands now, I can also get electricity to it.

I would appreciate your consideration in this matter when you choose your final plan.

Sincerely,
Anton Newman
Anton Newman
859 Eisenhower
American Falls, ID 83211

CC: BLM State Dir., Dir. Burford

Letter Number 17

UNITED FOUR WHEEL
DRIVE ASSOCIATIONS
of U.S. and CANADA
8900 N. Camino de Anza Tucson, AZ 85704

Mr. Ervin Cowley, Project Manager
Shoshone District - Bureau of Land Management
P.O. Box 2 B
Shoshone, ID 83352

July 11, 1984

RE: Monument Resource Management Plan/EIS

Dear Mr. Cowley:

Thank you for sending a copy of your proposed management plan and the opportunity to comment. After having reviewed your draft management plan and EIS I have several comments that I'd like to make. First and foremost I take exception with your negative conotations throughout the Plan relating to the adverse effects of ORV's. You constantly refer to ORV's "adversely effecting "wilderness" characteristics", "should ORV's be allowed to use erosion susceptable areas", and "non-designation of areas to wilderness will result in losses for the foreseeable future". This to me shows a strong bias on your management towards wilderness. This is "public" land that you are managing, and should be managed for multiple-use for the public benefit. The entire public, not just a select minority.

You also refer to the designation of an "area of critical environmental concern" based on the personal communication of two (2) professors. Is this all that you require to close off a large segment of "public" lands? If so I could get several professors to exclaim the multiple values of ORV use on every square inch of "public" lands. You also refer to "100 miles of "roads" to maintain" - "to grade the vegetation for fire control". Why not use volunteer recreational 4-wheelers to help maintain these "roads".

You go on to indicate that of the 1,178,989 acres of this management area only 90,103 acres are "closed" to ORV's, that 825,554 acres of "open" to "moderate" ORV use, with limited use on 296,857 acres. This sounds all fine and dandy, that you have accomodated recreational ORV use. But, in reality where are the trails?
17-1 You should have recognized that some very good 4WD trails bisect your proposed WSA's - 2 in Raven's Eye and 1 in Sand Butte. The presence of these 4WD trails (irregardless of whether they meet the definition of a "road") should have clearly precluded these areas from being WSA's. It's not that we are opposed to "wilderness" it's just that we can't afford to lose any more 4WD trails. We don't ask that new areas be "roaded" and opened to ORV use, just that areas with existing good 4WD trails be left open to multiple-use and recreational 4WD access.

I believe that more serious concern needs to be shown to recreational 4WD use in your management plan. You have severely neglected this aspect of recreation in your proposed draft plan. This clearly illustrates either a total lack of understanding, or a significant bias to other uses of the public lands. Let me remind you that recreational ORVer's far outnumber the wilderness recreationists. In that respect public lands are to be managed for the greatest good for the greatest number within the limits of the land and its resources.

Thank you for this opportunity to comment. I do hope that you will respond accordingly. The recreational 4WD user's of the public lands stand ready at any time to cooperate with you and do whatever is needed to protect and enhance our natural resources.

Stu Bengson
Stu Bengson, Director Land-Use

RESPECT...PROTECT...AND ENJOY: LAND, WATER, MOUNTAINS, AND SUN RESOURCES

Response to Letter Number 17

17-1 A review of our inventory data shows two ways bisecting Raven's Eye WSA, but none bisecting Sand Butte WSA. The ways in Raven's Eye WSA are mentioned on page F-27 in the draft RMP/EIS in paragraphs 3 and 4. We realize that closure of these ways would affect ORV use somewhat as is reflected in the projected 1 percent decline in growth of recreational ORV use under Alternative C on page 4-38 of the draft RMP/EIS.

Letter Number 18

Cavaness and Beebe
ATTORNEYS-AT-LAW
P.O. Box 70
American Falls, Idaho 83211

BEN CAVANESS
MARK BEEBE

Telephone
(208) 226-2562

July 23, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P.O. Box 2 3
Shoshone, Idaho 83352

Re: Written Comment - Monument Resource Management Plan & EIS

Dear Mr. Cowley:

I have read and studied the monument area resource management plan and EIS with a particular interest in your opinions and conclusions as to the planning and use of land in the Lake Channel - Wapi areas
18-1 where I have a personal interest. The only objections or comments that I have with regard to the adequacy of the planning documents and environmental impact conclusions relate to your gross overstatements of the erosion potential of the soils in that area. As a landowner in that area on identical soils I have very little difficulty controlling wind erosion and feel that your conclusions in this regard are predicated more on a desire to maintain a quality crested wheat seeding covering the area in federal control than on a real fear as to the erosion potential of the area. Mr. Vern Duffin is farming in the middle of the area that you consider to have severe erosion potential and he has experienced none of the wind erosion that you conclude will be experienced. I would strongly suggest that you make your final conclusions in this area not based on a cursory review of some general soil classification maps but upon detailed on the ground studies and production records of Mr. Vern Duffin and myself, along with others in the area who have actually farmed this so called erodable soil so that your conclusions in this regard will be based upon actual conditions rather than personal conjecture and inaccurate and incomplete data.

I support your Alternative B planning objective. I feel that it most closely reflects the actual on the ground potential of the planning area and would serve the best short and long range plans of all users, both public and private.

The only other comment that I would like to make is since that my "reading between the lines" and prior experience with government agencies leads me to believe that you will adopt Alternative C, I feel that you should add an additional classification of land allowing transfer of other lands in that alternative. In Alternative C you classify the public land in the Lake Channel and Wapi areas that would be Class 1 soil except for its alleged erodability characteristic for public uses only in perpetuity with no chance for transfer or exchange. I am personally aware of your desire to increase your holdings of riprarian lands and valuable wildlife habitat areas presently in private ownership. If you forever "lock up" these areas against transfers or exchanges you will lock yourself out of the opportunity to make exchanges in the public interest in these areas,

Mr. Ervin Cowley
Page -2-
July 23, 1984

unless you would go through plan amendments which could be subject to legal challenge similar to those faced in court pertaining to "spot zoning". It would be much easier now to add the flexibility that is required with no additional work and leave the option as to the final use of this land in your hands. If this flexibility is not provided in this plan I see continued legal challenges being made against you in this regard.

A plan such as this is meant to be a long range plan, not a short range plan, and should provide where needed the flexibility that you the managers require to make further exchanges or transfers that you feel are in the public interest.

I would appreciate being kept posted as to further decisions made in this area and would be glad to provide any further information or documentation that you feel is required.

Very truly yours,

Ben Cavaness

BC:mh

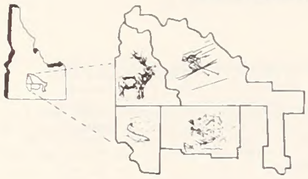
Response to Letter Number 18

18-1 Based on the soil surveys for the area and the National Soils Handbook (USDA, Soil Conservation Service, pp. 603-37) these soils do have a high erosion potential. However, under good farming practices and conservation measures, the potentially high levels of erosion may not occur.

Letter Number 19

WOOD RIVER
RESOURCE CONSERVATION and DEVELOPMENT AREA
BLAINE-CAMAS-GOODING-LINCOLN Counties, Idaho

131 3rd Avenue East
Gooding, Idaho 83330
(208) 934-4149



July 26, 1984

Ervin Cowley
Project Manager
Bureau of Land Management
P. O. Box 2B
Shoshone, ID. 83352

Dear Mr. Cowley:

We would like to go on record as endorsing the Alternative C for the management of the Monument Resource Area.

There are three items on which we are making comments, which we feel will make the EIS better.

There is very little in the EIS which addresses noxious weeds. 19-1 We believe the EIS should address the kinds, amounts, and what effects they are having on public lands and the adjacent private lands. We also would like to see a more detailed explanation as to how these infestations will be controlled than is given in the draft. If you would like assistance in developing this section, we could help you locate information or people who could assist you.

We recommend that land being sold which anyone is depending upon for their livelihood gets first chance to purchase it or an opportunity to meet the highest bid.

We have had some reports that in other sales of Federal land the appraised value of many land parcels exceeded that of local sales for the same type of land. We hope the appraisals of land in the Monument area will conform more closely with land sales of similar nature in the same location.

Thank you for the opportunity to comment on the Monument EIS. If you have any questions as to our letter, please call.

Sincerely,

Everett 'Buck' Ward
Chairman

Response to Letter Number 19

19-1 BLM recognizes the problem of noxious weeds and is committed to reasonable control efforts as expressed in the statement under "Control of Noxious Weeds" in Chapter 2 of the draft RMP/EIS and on page 35 of the proposed Monument RMP. Further detail in analysis and control plans is outside the scope of a general land use plan.

The kinds of noxious weeds, areas affected, and number of acres affected vary over time with seed source, weather, wildfire occurrence, and control efforts. The intensity and method of control efforts vary with funding, location of affected area (sandy soil, rocky soil, adjacent to private land, adjacent to open water source), control efforts of adjacent landowners, and, as we have recently seen, interest group pressures and court rulings.

Letter Number 20

P. O. Box 1587
Ketchum, Idaho 83

AUG 1- 1984

Mr. Charles J. Haszier
District Manager
Shoshone District BLM
Shoshone, ID. 83352

RE: MONUMENT WSA

Dear Mr. Haszier:

As frequent visitors of the above area, may we express our views and recommendations?

It would be most desirable to preserve Raven's Eye and Sand Butte. We are opposed to possible pipelines to provide water for grazing cattle. There are a number of deer and antelope herds whose grazing winter areas should be preserved as these animals rarely adapt to new locations if forced to move.

Thank you for your attention.

Sincerely,

Hildegard

Hildegard and Tony Raeber

Letter Number 21

1001 North Sixteenth
Boise, Idaho 83702
July 31, 1984

Mr. Charles J. Heszier
District Manager
Shoshone District BLM
P.O.Box 2
Shoshone, ID 83352

Dear Mr Heszier:

Concern for wildlife in the Monument Resource Area is hereby expressed. Since this area is described as an ecological disaster, it is my belief that more preservation of wild grasslands and wildlife are needed.

21-1 I request an analysis of historic soilerosion rates, soil replenishment rates, soil erosion tolerance levels, and a vastly expanded irreversible and irretrievable resource losses section on soils. We cannot afford to loose more soil.

21-2 I request monitiring trigger levels on mule deer and antelope be changed to 15 percent (or less) declines in summer or winter range count. I firmly insist that no deer or antelope winter range land be sold. I request the BLM use range improvement funds to create and replace the winter range and summer habitat which fire and agriculture have removed.

I esk that analysis of grezing and nongrazing costs and benefits be kept separate. I request the BLM to explain why all/its grazing permittees ere regarded to be in good economic conditions at present.

I oppose eny pipelines or range improvements enywhere in Laidlaw Perk. I oppose eny incease in grazing in eny historically ungrazed or undergrazed rangelend.

I egree with the BLM's analysis of Desert Land Entry or Carey Act that wildlife and natural velues outweigh the benefits of any land sales. I oppose any lend seles.

I support wilderness for the five WSAs: Raven's Eye, Sand Butte, Bear Den Butte, Shale Butte end Little Eye. Wilderness and wildlife are treasures far beyond monetary values. Let us protect , preserve and enjoy them.

Sincerely yours,

Ruth Herrington

Ruth K. Herrington

Response to Letter Number 21

21-1 The soils portions of the EIS have been expanded for the final.

21-2 Because of the low density of mule deer and pronghorn in the area in summer, it is difficult to get an accurate count. A change of up to 15 percent could easily be due to random sampling error. Levels of 30 percent for pronghorn and 50 percent for mule deer are levels that will reveal true population changes.

For winter range, we can reduce the levels from 30 percent to 15 percent. Again, it is a matter of trying to separate true population changes from sampling error, but counts of big game are more accurate in winter. This change has been made in the monitoring plan on page A-2 of the final EIS.

Letter Number 22

Wildlife Management Institute

Suite 725, 1101 14th Street, N.W., Washington, D.C. 20005 • 202/371-1808

DANIEL A. POOLE
President
L. R. JAHN
Vice-President
L. L. WILLIAMSON
Secretary
WESLEY M. DIXON, Jr.
Board Chairman

July 30, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 2 8
Shoshone, Idaho 83352

Dear Sir:

The Wildlife Management Institute is pleased to comment on MONUMENT RESOURCE MANAGEMENT PLAN, ENVIRONMENTAL IMPACT STATEMENT, DRAFT, Idaho.

We prefer Alternative D, featuring preservation over the preferred Alternative C. Alternative D especially recognizes the unique wildlife habitats of the Snake River Plains and adjoining areas, with unique mixes of native and agricultural lands.

The loss of five isolated tracts in the preferred alternative is not acceptable (page 4-28). This successful pheasant habitat program is not duplicated outside Idaho, and it warrants expansion, not reduction. Alternative D provides maximum wilderness. We favor that action.

22-1 The monitoring plan is good as far as it goes. However, only a footnote describes who will do it. Idaho Fish and Game Department has a vital interest in monitoring wildlife and habitat. That agency should be an active participant in the program, beyond supplying pheasant and big game census data.

The total monitoring costs are not shown in appendix A. We added them and conclude that the $57,190 total is extremely modest for the key operation in land management. We suggest the monitoring program be reviewed and strengthened where needed. The estimated costs should be carefully scrutinized, with sufficient funds budgeted to do the essential work.

The Alternative C (preferred) costs of range development are $1,607,900. This is a heavy subsidy to the livestock permittees. The 20 year increase in forage from the 5-year licensed use average is 46,884 AUM, or a calculated cost of $34.30 per AUM. The $1.37 grazing fee will not pay the annual interest on the development costs.

DEDICATED TO WILDLIFE SINCE 1911

We assume the developments will be done on "Improvement Allotments". We counted those allotments in Table D-1 and counted the number of permitees on those "I" allotments in Table D-3. There are 20 allotments and 98 permitees. The average subsidy for each permitee calculates to $16,407. If the development work were applied uniformly for all 186 permitees, the subsidy would be $8,645 each. Either way is too much for the taxpayers in an age of record deficits. Grazing fees should be set so the government recovers the cost and interest on developments.

22-2 Much of the increase and decrease in livestock use discussed is based on active preference. This is misleading and the much lower 5-year licensed use should be used to show increases and decreases. For example, the preferred alternative shows a real increase of 48 percent, not a decrease of 3 percent. That is shown correctly on page 4-30, but is confusing in many other places.

22-3 A table showing comparative numerical data on the alternatives and their impacts should be added for quick reference.

These remarks have been coordinated with William B. Morse, the Institute's Western Representative.

Sincerely,

Daniel A. Poole

Daniel A. Poole
President

DAP:msm

Response to Letter Number 22

22-1 **Idaho Department of Fish and Game is primarily involved in monitoring game numbers and regulating harvest. They are the best source of this information. BLM, on the other hand, concentrates on monitoring habitat. This is a reasonable way to share wildlife management, and we do meet regularly to ensure that our studies mesh where critical resources are involved.**

22-2 **Both active preference and average actual use are real measures of livestock use, so both are used to describe increases or decreases in livestock use in most places in the EIS. The five-year average actual use is a measure of the recent (five year) past grazing use and reflects the recent decline in the sheep industry more than the grazing use since adjudication. Active preference was established by adjudication in the late 1950s and early 1960s as the grazing capacity and resulted in an overall reduction in grazing use. Grazing use was at or near active preference after adjudication and has gradually declined to the present levels. Active preference is based on a real estimation of grazing capacity, not a depressed market, and is therefore used as the base for establishing grazing levels in Alternatives B, C, and D.**

22-3 **Tables 2-1, 2-2, and 2-3 are intended to serve as quick reference tables. A summary table has been added to the summary at the beginning of the final EIS.**

Letter Number 23

P.O. Box 8787
Moscow, ID 83843
31 July 1984

Dear Mr. Haszier:

I have examined several resource management plans over the past year and have not yet seen one even remotely as bad as the Mounment RMP just released. It is so sadly biased in favor of just one use--subsidized grazing--as to make a mockery of BLM's commitment to multiple-use. This is all the more tragic in light of the dismal condition of the public's range in the monument area.

The worst single feature of your plan is the unwise and wholly uneconomic scheme to build a stock pipeline to Laidlaw Park. Not only does this area have very high natural and recreational values, it is also one of the very few places in the Monument RMP that have not been badly overgrazed in the past.

Your wildlife section also panders senselessly to the cowboys. The trigger levels to aid wildlife are far too low. By the time things get that bad for deer and antelope, nothing will be left of those populations to save. The same can be said of recreation planning for the RMP, virtually all of which gets put off into some nonexistent date in the future. If ever there was a part of Idaho that needs more public recreation facilities, it is this one. Instead, the grateful taxpayers get to build more cattle facilities. This is multiple-use?

23-1 The economic analysis is totally deficient. By merging all costs and benefits, it is not possible to see if the nation's huge investments on behalf of the grazers make economic sense. Since I know that they as a class would not want to be on the welfare dole for government subsidized handouts, a sound economic analysis that separates various costs and benefits would be of use to everyone.

I can only support Alt. D, although even that does a poor job. Of especial value are all five small Wilderness Study Areas, each of which needs to be recommended for wilderness. Because of its stream side values and good soils, the Raven's Eye is by far the best of these WSA's, but all are of great wildlife value due to the great scarcity of such land in the Carey area.

Sincerely,

Dennis W. Baird

Dennis W. Baird

Response to Letter Number 23

23-1 Table J-3 identifies the economic impacts by type (grazing-related, recreation-related, crop agriculture-related, land tranfer, and fire suppression). No further detail is available. The table differentiates between grazing-related and other, costs and impacts.

Letter Number 24

U.S. ENVIRONMENTAL PROTECTION AGENCY
REGION X
1200 SIXTH AVENUE
SEATTLE, WASHINGTON 98101

REPLY TO ATTN OF: M/S 443

AUG 1 1984

Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

The U.S. Environmental Protection Agency (EPA) has completed its review of the Draft Environmental Impact Statement (DEIS) for the Monument Resource Management Plan in Southcentral Idaho. This plan provides a comprehensive framework for managing 1,178,989 acres of Bureau of Land Management (BLM) administered public land for the next 15 to 20 years.

Alternative C, the preferred alternative, favors a balanced approach to commercial, recreational and wildlife uses of BLM administered land. 24-1 Under this alternative estimated soil losses would increase by eight percent over current conditions (page 4-39). This impact should be discussed in more detail in the Final EIS. 24-2 Existing water quality conditions should be described in the portions of the Snake River basin affected by the plan. What are the water quality ramifications of these soil losses to local streams, lakes and impoundments? Are there highly erosive areas that should be avoided or managed to protect water quality? Are there best management practices that can be utilized to mitigate soil losses and/or water quality impacts?

Based on our review, we have rated this DEIS LO-1 [LO: Lack of Objections; 1: Adequate Information] in accordance with our responsibility under Section 309 of the Clean Air Act to determine whether the environmental impacts of proposed major Federal actions are acceptable in terms of public health, welfare and environmental quality.

We appreciate the opportunity to review this report. Should you want to discuss EPA's comments, please contact Richard R. Thiel, Environmental Evaluation Branch Chief, at (206) 442-1728 or FTS 399-1728.

Sincerely,

Robert S. Burd

Robert S. Burd
Director, Water Division

Response to Letter Number 24

24-1 The soils discussions have been expanded in the final EIS.

24-2 The impacts on water quality of the Snake River Basin from actions proposed in this plan would be negligible. Areas of possible sedimentation occur along the Little Wood and Snake rivers. Map 1 shows the extent of BLM-managed public lands along these rivers. Nine miles of streambank along the Little Wood River between Richfield and Carey have been fenced to exclude cattle from the only substantial riparian zone as explained on page 3-8 of the draft. ORV limitations or closures are proposed for the Cedar Fields and Devil's Corral areas along the Snake River. These restrictions would help mitigate minor sedimentation problems that may occur on these portions of the rivers.

Letter Number 25

United States Department of the Interior
NATIONAL PARK SERVICE
Pacific Northwest Region
Westin Building, Room 1920
2001 Sixth Avenue
Seattle, Washington 98121

IN REPLY REFER TO:
L7619(PNR-RE)
DES 84/27

August 3, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
Shoshone District
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

We have reviewed the draft Monument Resource Management Plan/Environmental Impact Statement (RMP/EIS) and have the following comments:

Cultural Resources

The discussion of cultural resources in the RMP/DEIS is brief, general, and dispersed--making it difficult to evaluate. But, it indicates a commitment by BLM to protect cultural resources from various multi-use impacts projected for the 1,178,989 acre Plan area in southern Idaho.

We are deeply concerned that the preferred alternative would leave 92 percent of the Plan area open to ORV use. All too often this type of activity coincides with locations of prehistoric and historic living/use areas and trails, rapidly destroying the evidence for them by direct attrition or consequent erosion. At the proposed level, we do not see how the identification, evaluation, and protection of significant cultural resources owned or controlled by the Government can keep pace with their damage and destruction by ORVs and resulting public access.

While it is true that most of the 200 cultural resources with the Plan area have been found along the Snake River and its major tributaries, this is where the greatest number of archeological surveys by far have been carried out in 25-1 connection with dam building over the years. The Final RMP/EIS should point this out, and the fact that the lack of surveys in the interior of the Plan area would result in fewer sites even if the site density were the same as along the Snake. The cultural resources in the interior also differ in type (as discussed on pages 3-26 and 27) with fewer indications of long-term habitation or reuse of site locations.

While the single cultural resource map (No. 8) for the DEIS "Cultural Resources, Areas of Geologic Interest, and Isolated Tracts" may accurately portray the location of high density cultural resources along the Snake, it is apt to mislead managers and the public. It should be modified so as not to leave the impression that important resources within the Plan area occur only in zones of high site density and that the land inbetween is free of sites or any of importance. It should be redrawn, or another map produced, to convey a more balanced picture of the known distribution of resource classes and surveys. 25-2

While interior cultural resources are often less well represented by finished, diagnostic artifacts, as a class they are important because of their scarcity and our present lack of information on their relationship to riverine sites in terms of culture, chronology, and seasonal movements of people. The Plan should state clearly that in many cases surveys will be required in advance of potentially destructive undertakings within the interior. These resources, along with those along the Snake River and major tributaries, will require careful evaluations of significance and eligibility to the National Register of Historic Places. 25-3

The Final RMP/EIS should state that prior to the undertaking the comments of the Advisory Council on Historic Preservation will be obtained when the State Historic Preservation Officer concludes that eligible properties will be adversely affected by a Federal or Federally permitted undertaking. The above steps are required by sections 106 and 110 of the National Historic Preservation Act of 1966 (as amended to 1980), the procedures for which are detailed in 36 CFR 800. These particular legal references were omitted from the list in Appendix H "Cultural Resource: Standard Operating Procedure" and should be added. 25-4

It will be important for the Shoshone District BLM to proceed with development of the specific activity plans for cultural resources in areas under its ownership, control, or management. We recommend that the Final RMP/EIS outline how cultural resources will be dealt with and managed in connection with each specific activity or issue listed in the BLM preferred alternative. Particularly relevant issues are Off-Road Vehicles, Recreation Wilderness Study Areas, Land Retention or Disposal, Livestock Grazing, and Mineral and Roadbed Material Lease Land. The scope and content of cultural resource management plans to be developed for particular management areas of the BLM should also be outlined in the Final RMP/EIS. 25-5

The followup management plans should be coordinated closely with long range Statewide survey and planning priorities of the Idaho State Historic Preservation Office, Boise (Merle Wells, State Historic Preservation Officer; Thomas Green, State Archeologist). The BLM priorities for archeological and historical needs within the Monument Resource Management Plan area should be defined in concert with study areas, topics, and strategies actively being developed by the SHPO in conjunction with the Resource Protection Planning Process (RP3) developed by the National Park Service for use by the States.

Impacts on the National Park System

It appears that no existing or proposed units of the National Park System will be affected either directly or indirectly by the proposed action.

Thank you for the opportunity to provide these comments.

Sincerely,

Frederick J. Bender
Acting Associate Regional Director
Recreation Resources and
Professional Services

Response to Letter Number 25

25-1 Upland areas lack water and sufficient vegetation variety to support the same population density (site density) as those areas along water courses. More recent studies in the Minidoka area (Druss and Druss 1984) indicate a site density of 3.6 sites per section, whereas a previous study by Butler (1982) examined a narrow corridor along the banks of the Snake River approximately eight miles long from Bliss Dam to the King Hill Bridge on I-84 and recorded 69 prehistoric sites; a site density of 44 sites per section. Although no formal sampling studies have been conducted in the lava fields north of the Minidoka study area, experience with this area would lead one to suggest that site density would drop far below the 3.6 sites per section in the Minidoka area where soils are better developed and water more frequent.

25-2 Significance of the resources contained within the areas of high density and low density is the same, dependent upon the content and condition of the resource.

25-3 This is stated in Appendix H of the draft and final EIS.

25-4 Appendix H has been expanded to clarify our position that if our initiated actions will affect a significant property, the project would be abandoned. Eligible properties will not be adversely affected by our actions.

25-5 Our standard operating procedures in Appendix H will ensure compliance with our authorized activities. The details of cultural resource management plans will be worked out at the time of activity plan preparation.

Letter Number 26

1800 Hatcher
Ann Arbor, Michigan 48103
August 4, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

I would like to comment on the Draft Monument Resource Management Plan and Environmental Impact Statement of April, 1984.

I strongly support Alternative D, as opposed to Alternatives A-C. The other alternatives are unacceptable based on a number of factors, all of which represent excess emphasis on consumptive and non-renewable uses versus long-term renewable uses and protection of the resource base. These include excess amounts of area open to ORV use, a projected large proportion of decreasing or continued fair-to-poor vegetation quality due to livestock grazing, a minimal amount of wilderness protection, and the projected low levels of soil productivity and high levels of erosion that would result from implementation of these alternatives. Since Alternatives A and B are both more consumption oriented than either Alternative D or Alternative C (the BLM Preferred Alternative) in virtually all categories my comments on Alternative C can also be construed to apply to A and B, but to an even greater extent.

With regard to wilderness, Alternative C would designate only two of the six Wilderness Study Areas as wilderness. This represents only 87,902 out of 154,015 acres where existing wilderness values would be protected. The draft RMP notes on page 2-72 that on the 66,113 non-wilderness acres, "projected increases in ORV use could begin to affect wilderness character significantly in the long term". This is an extremely conservative statement--there is no doubt that, should ORV's be allowed in the non-recommended WSA's, there would be irreversable and irretrievable damage to wilderness values in those areas in the long term.

The sacrifice of such scenic, ecological and recreational resources, though tragic, could theoretically be justified by other conflicting needs of overriding importance. The draft RMP notes, however, that with adoption of Alternative D there would be no significant negative effects on fire management, wildlife, lands, wilderness, natural history, cultural resources, recreation (except motorized), soils or minerals. The growth of total annual income would be somewhat slower than in Alternative C, but still higher than under present management. Thus, the major factors used to justify non-designation for the four non-recommended WSA's appear to be ORV use and livestock forage.

Livestock grazing is, when carefully monitored and regulated, a useful and productive utilization of range land. However, the question is how much grazing is able to be practically accomodated in the resource area. Judging from the figures on page 2-68, Alternative D would reduce the number of AUM's to a level that would essentially eliminate any downward trend in forage conditions while providing for more wilderness protection. Alternative C would allow a downward trend of 4%, which cannot be justified considering the relatively small number of AUM's (approximately 80,000) that would be gained over the level in Alternative D.

The use of ORV's, unlike livestock grazing, is not a useful and productive utilization of the public lands. The only benefits accrue to the persons engaging in ORV use (a very small percentage of the total long-term visitor use days, even in Alternative C). On the other hand, ORV use conflicts with virtually all other uses of the lands, and inflicts significant damage on the quality of the resource. ORV's should be restricted to only a very small proportion of the resource area--10 to 25% of the area would be a very generous proportion to keep open. With the overwhelming evidence regarding the aesthetic and environmental damage caused by ORV's and the lack of any equally compelling reason to ignore this evidence, it is well past time for the use of DRV's on the public lands to be severely curtailed. In this area, even Alternative D is severely lacking in controls. It should be amended to limit ORV use to no more than 25% of the resource area.

Alternative D, with the exception of the issue of ORV'S, offers the best balance of multiple uses for the resource area. I strongly urge you to make this alternative, with alteration in the DRV use restrictions as noted above, the preferred alternative in the final RMP/EIS rather than Alternative C. The losses of wilderness resources and values alone that would accompany implementation of Alternatives A, B and C would be unjustified, unacceptable and indefensible. Adoption of the amended Alternative D would, as stated on page 2-43 of the draft RMP, favor "protection of fragile resources and wildlife habitat, preservation of natural systems and cultural values, and nonconsumptive resource uses". These are entirely appropriate and reasonable goals for future management of the Monument and Bennett Hills resource areas.

Thank you for the opportunity for comment.

Sincerely,

Michael J. Kellett

Letter Number 27

LAKE CHANNEL CATTLEMEN'S ASSOCIATION, INC.
P. O. Box 187
American Falls, Idaho 83211

August 6, 1984

Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 2 B
Shoshone, Idaho 83352

Dear Mr. Cowley:

In studying the Monument Resource Management Plan, the consensus of the membership of the Lake Channel Cattlemen's Association is to favor alternative plan C.

For many years, our association has worked cooperatively with the Bureau of Land Management to complete a considerable number of worthwhile range improvements. These have included the drilling of wells for stock water development, cross-fencing the range unit to facilitate the rest rotation grazing system, sagebrush and weed control, re-seeding to adapted grasses, the providing for the services of a range rider annually, and the strict observance of all range management practices advocated by the Bureau of Land Management.

These practices have been followed over a period of many years to protect the soils of the range unit which, you will recall, are highly erosive. We feel the protection of native and adapted vegetative species is essential to the protection of the land itself.

With our present ability to produce crops in great abundance, we feel strongly that our grazing lands should continue to be protected by good and conservative range management. Then if the time ever comes when our country desperately needs them for more intensive food production, they will still be available and in top condition to do the job.

Sincerely,

Kay Hunt

Kay Hunt
President

Letter Number 28

Jerome County Historical Society

Route 4, Box 4542 **Jerome, Idaho 83338**

August 4, 1984

Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 2 B
Shoshone, Idaho 83352

Re: Monument Resource Management Plan EIS draft

Dear Mr. Cowley:

Thank you for the opportunity to review the draft of the Monument Resource Management Plan Environmental Impact Statement. The Jerome County Historical Society's comments are addressed to the cultural resources section of all the alternatives included in the draft; and also Map #8, "Cultural Resources, Areas of Geologic Interest and Isolated Tracts."

Although there were a number of concerns voiced by members of the Jerome County Historical Society when they considered this draft they felt the following to be most important:

28-1 1. That the plan in its final form include the National Historic Trails Act as one of the federal laws to be complied with.

28-2 2. That the Jerome County Comprehensive Plan, especially the sections relating to cultural resources be recognized and considered whenever management practices are being formulated for federal land in Jerome County. Enclosed you will find an up-dating amendment that has been approved by the Jerome County Commissioners and incorporated into the comprehensive plan for the county.

28-3 3. That the Cultural Resources May (#8) be corrected to show the Shoshone-Shoshone Falls (Walgamott-Sullaway) Road and Shoshone Falls Boulevard, a route with special significance historically to the development of this valley. The society also requests the route of Blue Lakes Boulevard be corrected to show its true northern terminus and those portions of the boulevard still in existence on the south end of the road be added to the map.

28-4 4. That the designation of "Bubbs Road" be re-evaluated for its inclusion on Map 8 since such designation is not shown on the first cadastral survey made of that township and range in 1893. The society requests that the designation "Boise-Kelton Road" which appears on the 1893 survey be placed on the map instead of the current designation of "Bubbs Road."

Once again, the historical society appreciates the opportunity to comment on this draft and offers its assistance with any questions you may have regarding our suggestions or related questions.

Sincerely,

Virginia Ricketts

Virginia Ricketts
President
Jerome County Historical Society

Enc:

Response to Letter Number 28

28-1 The primary route of the Oregon Trail as designated by the National Park Service pursuant to requirements in the National Trails System Act (P.L. 90-543) does not cross the area included in this RMP. There are several alternate routes through this area which are managed cultural resources, but may not be managed as the Oregon National Historic Trail. We have recognized these as locally or regionally significant resources.

28-2 We have reviewed the Jerome County Comprehensive Plan and believe that management of cultural resources under our standard operating procedures described in Appendix H conforms with its requirements.

28-3 The Shoshone to Shoshone Falls Road (Walgamott-Sullaway) does not appear on the original survey dated 1895 of T. 9 S., R. 18 E., B.M., or on the original plot of T. 9 S., R. 17 E., B.M. dated 1884, both near Shoshone Falls. The road does appear on the 1895 survey of T. 8 S., R. 17 E.; T. 7 S., R. 17 E.; and T. 6 S., R. 17 E. Additional research will be required to determine the exact location of the Walgamott-Sullaway Road and the northern terminus of the Blue Lakes Boulevard. When established, protective measures will be implemented as appropriate.

28-4 Map 8 has been changed in the final EIS and now shows "Boise to Kelton" instead of "Bubb's Road."

Letter Number 29

August,6,1984

Chuck Hauser
District Manager
Bureau of Land Management
Shoshone Idaho

Dear Sir.

I would like to comment on the Resource Management Plan,for the Monument Planing District. First of all I would like to compliment the staff on the work they put into preparing the draft environmental plan.

As a repesentive of the Hidden Hill Water Co., I am quite satisfied with Alternative C. While not all the lands our group have filed on are included with this plan, the best of it is. I therfore urge you to use Alternative C, as the new Resource Management Plan.

Sincerely
Ralph Ingram
Ralph Ingram

Letter Number 30

Aug. 7, 1984

TO: Erwin Cowley, Project Manager
Monument Resource Management Plan
Shoshone District BLM

FROM: Janet Ocrowley
POB 664
Picabo, ID 83348

RE: Monument RMP and EIS
For the Hearing Record

Speaking for myself only, but with the perspective of a chapter Representative of Committee for Idaho's High Desert, and one who has a close interest in the fate of public lands so near to my home, may I respectfully offer the following comments :

I feel that Alternative D comes the closest to fulfilling BLM's mandate to conserve and improve the public land under its care, however there appear to be serious shortcomings in the approach used here.

Specifically, a callous regard for numbers of antelope, deer, and game birds is indicated in proposing such large loss levels to be sustained before protection swings into action.

Specifically, when livestock grazing has brought the general range condition down and continues down in 79% of the acreage, I cannot countenance increasing grazing numbers nor spending more public funds to build pipelines into an already marginal grazing area, especially when these animals pay only $1.37 per month back into public coffers.

Specifically, I should like to see more attention directed toward satisfying the needs for public campsites, and associated kinds of recreation space. Due allowance for motor vehicle access must be given, but all motor vehicles are destructive of land surface and its cover. More people will be walking and camping - and we all need, require, the opportunity for undisturbed solitary recreation.

Finally, I make a plea for the land itself, quite apart from any resource value, just the land, to have the right to continue the way it has for untold ages, where management is only a helping hand, not a distortion of nor irreparable change from the land's own destiny. America is not just people, it is mountains, skies, and waters, as well as waving fields of grain. My patriotism is due first of all to the land of my birth, and not in second place to shortsighted exploitative use by one or two generations who happen to live here just now.

Please see to it that Wilderness or other type protection such as ACEC is given to Raven's Eye, Sand Butte, Shale Butte, Cedar Fields, Vineyard Lake, and the Blue Heart/Box Springs area, all that is in your power to protect. These places will never again be what nature made them if Americans are allowed to use them carelessly.

Thank you

Janet Ocrowley

Letter Number 31

August 6, 1984

Erwin Cowley, Project Manager
Bureau of Land Management
P O Box 2 B
Shoshone Idaho 83352

Dear Mr Cowley,

As a large user in the Monument area, I would like to give my full support to the alternative plan C. It meets the need of the public now & for a time to come

Sincerely, David Bethke

David Bethke
Route 1, Box 59
American Falls, Idaho 83211

Letter Number 32

1525 Malad
Boise, ID 83705
August 6, 1984

Mr. Ervin Cowley, Project Manager
Monument Resource Management Plan
Shoshone District BLM
PO Box 2B
Shoshone, ID 83352

Dear Mr. Cowley;

I do not feel that any of the alternatives offered in the Monument Resource Management Plan adequately manage the resources. I will, therefore support Alternative D. I have the following comments concerning the plan:

- o I feel the monitoring trigger levels on deer and antelope are too high. I think the BLM should use range improvement funds to create and replace the range and I oppose selling any of the winter range.
- o Because wildlife and natural values outweigh the economic benefits of any land sales, I oppose all land sales.
- o I support wilderness for Shale Butte, Sand Butte, Raven's Eye, Little Deer, and Bear Den Butte WSAs. These areas offer unique wilderness opportunities and deserve protection.
- o According to the plan, heavy soil erosion is acceptable. I feel this is one resource that requires far more study.
- o I believe the SCORP (1983) recommendations should be followed and I support frequent maintenance on the Sand Butte, Bear Trap-Crystal, and Minidoka-Arco roads.
- o I oppose any pipelines or range improvements in Laidlaw Park. Also, any good condition rangeland should be left ungrazed.

I wholeheartedly support your recommendations for Box Canyon and Blue Heart Springs as Areas of Critical Environmental Concern. I feel this is a wise and pertinant area to protect.

Thank you for this opportunity to comment.

Sincerely,

Dorian Duffin

Letter Number 33

6 August 1984

Mr. Ervin Cowley
Monument Resource Management Plan
Shoshone District BLM
PO Box 2B
Shoshone, ID 83352

RE: Monument Resource Management Plan/Draft EIS

Dear Mr. Cowley;

I find it incredible that the preferred alternative calls for an increase in grazing for an area with 98% of the vegetation in poor or fair condition. Surprise aside, I endorse Alternative 4. I also commend the Area of Critical Environmental Concern recommendations for Blue Heart (or Big Heart) Springs, Box Canyon, Silver Sage Playa, Vinyard Creek, and Substation Tract.

I have the following comments regarding the plan:

- *Recreation is ignored. I feel the plan should at the minimum comply with the State Comprehensive Outdoor Recreation Plan. I would like to see good road access to the wilderness trails so that the public can enjoy these areas. In particular, Arco-Minidoka, Sand Butte, Bear Trap-Crystal roads should be maintained.*
- *The monitor trigger levels for mule deer and antelope should be lowered to 15% declines in summer or winter range count. We should concentrate on refurbishing the range and should absolutely prohibit any land sales. ALL pipelines should be prohibited; they only represent yet another form of cattle welfare.*
- 33-1 *I feel that economics and soil conservation should be studied in far greater depth. These two items, if adequately studied, would change the preferred recommendation (in my opinion).*
- *I support wilderness for Shale Butte, Sand Butte, Raven's Eye, Little Deer, and Bear Den Butte.*

I do not feel that this plan provides for the wants and needs of Idahoans. We would like to see a plan that balances uses of grazing with multiple use needs of recreation, wildlife management, and economics. I feel this area, the heart of southern Idaho, needs to be managed for the future of wildlife and people.

Thank you for allowing this opportunity to comment.

Very sincerely,

Susie Vader
1525 Malad
Boise, ID 83705

Response to Letter Number 33

33-1 These sections have been expanded in the final EIS.

Letter Number 34

August 9, 1984

Bureau of Land Management
Shoshone District
P.O. Box 2B
Shoshone, ID 83352

Dear Mr. Cowley:

In regards to our discussion concerning our management plan for the BLM ground in the Norland area, we would like to submit this letter.

After many years of observation, we would like you to consider the possible use of Range 24E, Township 6S., Section 29E. ½, for agricultural use. The rock is a concern, but we feel it would be economically feasible for agricultural use. This ground adjoins our farm, therefore, we would be very interested in purchasing it.

Range 24E., Township 6S., Section 28 NE¼SW¼, adjoins our farm on two sides. We feel that this piece of ground could also be used for agricultural purposes and would be very interested in purchasing it. There are several reasons we are especially interested in this 40. We would like to mention one or two. We are in the process of converting our farms to center pivots. With the acquisition of this 40, it will be economically feasible to do this.

Another matter of concern we have is the ground in this 40 acres is not on the side of the butte. Therefore, it would not be classified as a high erosion area. Just east of this however, the butte does start and there would be a matter of concern because of the slope. Another reason is the sheep men, in grazing this 40, have been as much a nuisance to us as we have been to them, for we border this piece on two sides, and trespassing onto our property has been a problem.

We would like to request an onsight visit with anyone concerned, to further state our case.

Sincerely,

Steven D. Young

Steven D. Young
Desert View Farms, Inc.

Letter Number 35

AtlanticRichfieldCompany Government Relations
555 Seventeenth Street
Denver, Colorado 80202
Telephone 303 575 7577

Public Lands

August 1, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P.O. Box 2B
Shoshone, ID 83352

Re: Monument Resource Management Plan and
Environmental Impact Statement

Dear Mr. Cowley:

Atlantic Richfield Company appreciates the opportunity to comment on the Monument Resource Management Plan and Environmental Impact Statement.

35-1 Atlantic Richfield, primarily an oil and gas company, is active in mineral exploration and development through one of its divisions, Anaconda Minerals Company. Although you acknowlege the mineral potential along the Snake River, you do not acknowledge the potential along the northern boundary of the Resource Area. Running northeast from the Blaine/Lincoln county line to the northern most point of the Resource Area is an area of potential gold associated with paleo hot springs.

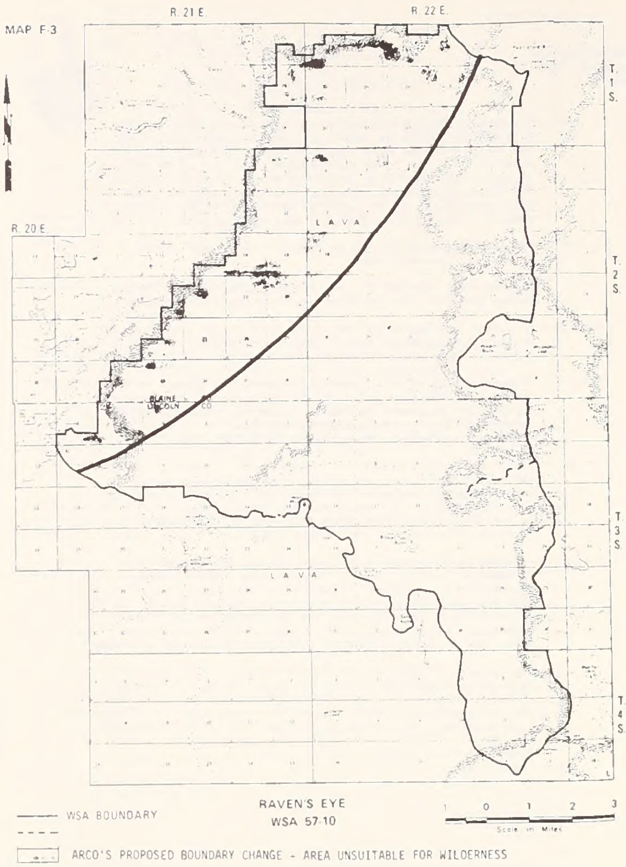
Although it may be too late to eliminate this area from the Great Rift WSA that has been recommended as suitable for wilderness in a previous study, we hope you will consider changing your recommendation for the Raven's Eye WSA to unsuitable for wilderness or at least modifying your boundary as shown on the attached map.

If you have any questions regarding this recommendation, please contact me at the above address or phone number.

Sincerely,

Peter B Briggs
Peter B. Briggs

PBB:LJW:drm
Attachment



Response to Letter Number 35

35-1 The area mentioned in your letter of August 1, 1984, was investigated during the Geology, Energy, and Mineral (GEM) Resource Evaluation of July 1983. This evaluation, performed by WGM, Inc., found no indications of metallic minerals based on the unfavorable geologic setting, the lack of mineral occurrences, and the tectonic setting and geologic processes active in the area compared with those of similar areas which are mineralized.

Evidence of mineralization or geologic structures favorable to mineralization which you may present will be considered in the final EIS for the applicable WSA(s).

Letter Number 36

IDAHO DEPARTMENT OF FISH AND GAME
REGION 4
868 East Main • Box 428
Jerome • Idaho • 83338

August 8, 1984

Charles Haszier
District Manager
Shoshone District
Bureau of Land Management
Box 2B
Shoshone, ID 83352

Re: Draft Monument Resource Management Plan (RMP)
Environmental Impact Statement

Dear Chuck:

The Department of Fish and Game has reviewed the Monument RMP and offers the following comments and recommendations:

> We disagree with the selection of Alternative C as the preferred alternative. Alternative C provides for increased livestock stocking rates, more brush treatments, and accelerated land disposal at the expense of wildlife. Benefits to wildlife are rarely by design in this alternative, but rather appear to be products of livestock management.
>
> We have the following specific concerns regarding the preferred alternative:
>
> p. 1-14 "The Preferred Alternative would recognize the expressed need to make land with potential for agriculture available for future development." On a large scale, the "expressed need" is questionable when federal programs such as PIK are utilized to keep existing agricultural land out of production. Much of the BLM land with agricultural potential would also be suitable for inclusion in the isolated tracts program, or for retention and development of big game winter range.
>
> p. 1-16 "..the Preferred Alternative would provide for multiple use while allowing livestock grazing." The opposite appears to be emphasized under Alternative C; multiple use is secondary to livestock grazing.
>
> p. 1-17 "the Preferred Alternative...provides for improvement of critical winter pronghorn habitat." Although portions of the habitat may be improved, the net result of the alternative is the loss of historic winter range and a 3% decline in antelope populations (p. 2-67).

• EQUAL OPPORTUNITY EMPLOYER •

Charles Haszier
August 8, 1984
page 2

p. 2-11 The maximum grazing alternative (B) was not considered in this plan because "given the amount of nonuse by grazing permittees, the demand for this large amount of forage probably doesn't exist at this time." The same argument applies to Alternative C and yet it was considered and chosen as the preferred alternative. The forage base and resulting stocking levels proposed under Alternative C can not be justified by the existing permittee demand. Future grazing demand is very speculative.

36-1 p. 2-19 Here and throughout the entire report Vinyard Creek is misspelled as Vineyard Creek.

Vinyard Creek provides the main known spawning habitat for a unique strain of fall spawning hybrid rainbow cutthroat trout.

36-2 p. 2-20 Herein and throughout the report the Shoshone sculpin should be listed as a species of special concern rather than a sensitive species. It is also a candidate for endangered species status.

p. 2-34 "Potential high value Isolated Tracts with agricultural entry applications filed on the tract would be placed in T2 category." These tracts also have the highest potential for production of upland game habitat through cooperative agreements and at least a fair portion of these should be managed as L11 areas.

36-3 p. 2-41 At the Preferred Alternative, proposed stocking level of 144,776 AUM's (48% higher than the current five year average actual use) "no significant conflicts with other resources were identified..." We contend that the proposed brush controls and seedings required to achieve these stocking rates will produce "significant" conflicts with wildlife, particularly on sage grouse and big game ranges.

36-4 p. 3-3 We agree wildfires and agricultural development are two major influences on wildlife in the resource area. However, they should not be considered as "largely beyond management control." This problem of cheatgrass invasion is severe, but land managers and wildlife managers must continually develop and test potential solutions. Grass and forb species, especially new varieties which show potential to compete with cheatgrass, should be seeded.

The rehabilitation of big game winter ranges destroyed by wildfires near Kimama should receive high priority. During the 1983-84 winter, approximately 2-3,000 deer migrated from the Picabo Hills and northern desert ranges, through the Kimama area, to agricultural land near Eden. Depredations were severe and winter losses were substantial. Seeding of sagebrush and bitterbrush to provide forage for these animals, should be an ongoing effort on the Kimama range.

Charles Haszier
August 8, 1984
page 3

The disposal of lands for agricultural purposes should not always be the prime consideration when these areas also provide big game winter range or upland game habitat.

p. 3-4 "Range improvements...are in many cases, beneficial to wildlife." We agree in some cases brush removal can enhance brood rearing habitat or big game summer range. Replacement of cheatgrass by seedings is often desirable. However, after implementation of the proposed "beneficial" range improvements, mule deer and antelope populations are still expected to decline by 2 and 3 percent respectively (p. 2-67).

36-5 p. 3-7 & map 7 The mule deer and antelope winter ranges outlined in Map 7 should include the range utilized during a severe winter such as 1983-1984. The "typical" winter range was of little value to these animals last year. The most critical deer winter range is the area used during the most severe winter. The identification of this area and maintenance or improvement of the habitat is paramount.

36-6 p. 3-8 Under Hybrid CT-RB Trout now reads "Vineyard Creek is the only known spawning habitat for a unique hybrid trout". This should be corrected to read "Vinyard Creek provides the main known spawning habitat for a unique strain of fall spawning hybrid rainbow cutthroat trout.

p. 4-28 The proposed transfer of five of the 87 Isolated Tracts from Federal ownership to agricultural use is unacceptable. The isolated tracts program should be expanded, not reduced. Most of the parcels available are highly valuable for upland game, nongame, and access. Tracts should not be eliminated because they are inaccessible. Existing or potential habitat should be the prime consideration.

p. 4-29, 30 Under the Preferred Alternative, a net population gain of only 1% for sage grouse and population declines in mule deer and antelope are predicted. Livestock stocking rates will increase 48% over current use for this alternative. The large discrepancy between wildlife and livestock use is not justified.

36-7 p. 4-31 An estimated 21,910 sheep AUM's would be converted to cattle AUM's under Alternative C. The conversion would probably result in greater impacts to wildlife, particularly on unfenced riparian areas and bitterbrush stands which receive late summer or fall livestock use.

p. 4-38 Long-term increases in mule deer hunting activity (visitor use days) are projected to be nearly 300% above current use levels. This heavy demand will be confronted by declining mule deer populations under the preferred alternative.

Charles Haszier
August 8, 1984
page 4

36-8 Visitor use days for sage grouse, varmint and predator hunting and trapping would be valuable additions to the plan.

The Department supports Alternative D. Adoption of this alternative would address most of the concerns we expressed for Alternative C. Alternative D would provide for substantial increases in all big game, upland bird and nongame bird populations. It would expand the isolated tracts program to 126 tracts and increase the wilderness acreage.

Livestock grazing, land disposals, acreages and brush control acreages would be decreased. Livestock levels under Alternative D are based on the 1977 drought year which should prove to be a reliable standard. We regard the actions under Alternative D as positive for the wildlife resource and the multiple use concept.

We appreciate the opportunity to comment on this document.

Sincerely,

William E. Webb

William E. Webb
Supervisor, Region 4

cc: Bureau of Wildlife
Bureau of Program Coordination - R484-020

Response to Letter Number 36

36-1 The official spelling according to the U.S. Board of Geographic Names is "Vineyard Creek." This is the spelling we have used in the RMP. (Note: The RMP maps indicate the spelling "Vinyard Creek." This is simply a cartographic error.)

36-2 The Shoshone sculpin is referenced as a candidate endangered species in the final EIS.

36-3 The proposed brush removal and seedings are very limited, as evident on Map 16. Prescribed burns in sage grouse habitat will have positive effects. The understory of forbs will be released for grouse broods, and the potential for a major conflagration will be reduced.

Seedings will only be carried out where the understory consists mainly of cheatgrass. A mixture of perennial grasses and forbs would be superior to cheatgrass for nearly all wildlife species.

Big game rangee are only slightly affected in proposed treatments. Seeding of crested wheat in the Wendell-Canyon area may have a short-term impact on wintering antelope. However, in the long term, the reduction in wildfire will allow more brush to recover for longer periods and should benefit wintering big game. Again, wildfire is the biggest problem, not land treatments.

36-4 This comment reflects some misinterpretation of our meaning. The writeup at the beginning of the Wildlife section in Chapter 3 has been modified for clarification. The two factors "largely beyond menagement control" are frequent wildfires and subsequent domination of the habitat by cheatgrass. We do consider these factors "largely beyood management control" as indicated on page 3-3 in the final EIS. We agree that we should try new solutions to these problems and we inteod to as they become available. However, at this time, there are no new solutions that look promising enough to include in the RMP.

In the past, agricultural development on winter range has had an important influence on populations of big game and sage grouse. While we have no control over this past development, we do have some control over future development of public lands for agriculture.

36-5 The draft RMP/EIS was prepared during the winter of 1983-1984. At that time, no data on big game distribution was available. Our recognition of the problem is evident on page 3-7 of the draft, and this will be the highest priority for big game habitat improvements. Our intention is to handle the critical winter range management problem through habitat management plans as discussed on page 4-30 of the draft. The pronghorn winter range HMP area is shown on Map 15. Areas south of this HMP area are predominantly private farmlands over which BLM has no control. Thus, identification of these areas as critical winter habitat would not increase our management options.

36-6 This change has been made in the final EIS on page 3-8.

36-7 Unfenced riparian areas are currently very limited in number. We don't see any significant damage potential here. Existing playas are heavily used by sheep now. Most of these have no potential for riparian habitat.

Bitterbrush stands may suffer heavier livestock use, as suggested. On a case-by-case basis, we will analyze where important bitterbrush remains that might be affected by conversion from sheep to cattle. Then we will examine management options for protecting that bitterbrush. The re-establishment rate of sagebrush is a much more serious problem for big game than is the condition of bitterbrush.

36-8 Presentation of visitor use data for sage grouse, varmint, and predator hunting and trapping was considered, but not included in the EIS. The management actions proposed in the alternatives would have negligible impact on these recreation activities. Varmint and predator populations would not be greatly affected. Sage grouse populations would vary among alternatives with Alternative D projecting a 10 percent increase and Sub-Alternative D projecting a 20 percent decrease. However, sage grouse hunting visitor use days were not projected to vary among the alternatives. Sage grouse hunting use seems to be more related to highs and lows in the normal population cycle.

Letter Number 37

SIERRA CLUB
MIDDLE SNAKE GROUP
Box 552 Boise, Idaho 83701

08 Aug 84

Ervin Cowley
Shoshone District BLM
Box 2B
Shoshone, ID 83352

Subject: Comments on Draft Monument RMP

Dear Mr. Cowley:

The Bureau of Land Management is charged with the task of manageing the public lands for multiple use. An RMP should provide for balanced multiple use. The prefered alternative of the Monument RMP does not meet this test.

The Monument Resouce Area is not currently in sound condition. Much of the land shows the impact of overgrazing. None is in excellent condition, only 2% in good condition. A multiple use alternative would seek dramatic improvement in this unacceptable situation.

The prefered alternative increases erosion, transfers wildlife habitat to private hands and reduces the number of big game animals. We do not feel this is appropriate for a multiple use plan.

A multiple use plan would seek to improve the ecological condition of the seeded, poor or fair condition range that makes up 95% of the Resource Area. To do otherwise is to engage in consumptive use of what ought to be a renewable resource. Instead we find a proposal to mine much of the remaining grass through construction of a stock watering pipeline into the Laidlaw Butte area. We find this unacceptable.

A multiple use alternative would seek to reduce the amount of soil erosion and increase the quality of the area's watersheds and watercourses. Your prefered alternative increases erosion and reduces soil productivity. We find this unacceptable. We are disapponted to find no proposals to restrict cattle access to water sources and riparian zones.

By definition, wilderness represents a unique and irreplaceable resource. A multiple use alternative would recognise that the BLM wilderness inventory eliminated from the study process those lands not possessing outstanding wilderness characteristics (as well as some lands with those characteristics). A multiple use alternative would, therefore, recommend all six WSA's suitable for Wilderness designation. We urge adoption of an alternative that recommends Shale Butte, Sand Butte, Raven's Eye, Little Deer, Bear Den Butte, and Shoshone WSA's suitable for Wilderness. We find the analysis and
37-1 rational for the wilderness recomendations in the draft RMP to be superficial and inadequate for such an important decision.

. . . To explore, enjoy and preserve the nation's forests, waters, wildlife, and wilderness . . .

We applaud your proposal to create ACEC's in Substation Tract, Vineyard Creek and Box Canyon/Blueheart Springs. We suggest that grassland in good condition has become so rare and so threatened in the Resource Area that such a grassland is an area of critical environmental concern whereever it is found. For this reason, we support the proposal to designate the Last Chance Kipuka an ACEC.

A multiple use plan would plan for and provide the resources to meet the increased demand for recreation. The Monument RA has ample opportunity and resources to provide for increased developed and undeveloped camping and hiking. Since even a reduced grazing alternative would still result in heavy stocking levels the RMP should provide for fencing to exclude cattle from camp sites, water sources and riparian zones.

A multiple use plan would recognize the impact of years of overgrazing on Idaho's wildlife population and propose measures to reverse this unacceptable trend. We are amazed to read that your proposed alternative actually provides for and accepts further reduction in big game population. We are appaled that your proposed alternative marks for sale areas now used as winter range. Specific plans should be made to meet the habitat and feeding needs for increased levels of both game and non game wildlife in the resource area.

In the range of alternatives found in the draft RMP only alternative "D" appears to meet BLM's mandate to manage the public lands for multiple use. We urge to adoption of alternative "D" in the final RMP.

Thank you for the opportunity to comment on this RMP.

Charles C Yoder
Charles C. Yoder
Chair, Conservation Committee

Response to Letter Number 37

37-1 The analysis and rationale for the wilderness suitability recommendations will be more detailed in the final Wilderness EIS for the Monument Planning Area.

Letter Number 38

STATE OF IDAHO

DEPARTMENT OF LANDS
STATEHOUSE, BOISE, IDAHO 83720
STANLEY F. HAMILTON
DIRECTOR

STATE BOARD OF LAND COMMISSIONERS
JOHN V. EVANS
GOVERNOR AND PRESIDENT
PETE T. CENARRUSA
SECRETARY OF STATE
JIM JONES
ATTORNEY GENERAL
JOE R. WILLIAMS
STATE AUDITOR
JERRY L. EVANS
SUPT OF PUBLIC INSTRUCTION

August 8, 1984

Charles J. Hazier
District Manager
BLM, Shoshone District
P.O. Box 2 B
Shoshone, ID 83352

Re: 1601

Dear Mr. Hazier:

The Department of Lands has reviewed the Monument Resource Management plan/Environmental Impact Statement. Our recommendations are as follows:

1. Land exchange to consolidate ownerships be placed as a high priority in the District's planning process.
2. Because of a significant amount of intermingled ownership, Idaho Department of Lands needs to be involved early with management decisions that directly involve state land.
3. Any changes in exchange-of-use need prior cooperative review by the State and BLM.
4. Since the endowment lands were given to the State for income purposes, any potential negative impact on revenues causes concern. Any limitation of access for oil and gas, or mineral development may reduce income to the public schools. Therefore, prior to any restrictions on access we request that land exchange be pursued to provide the State with other lands of equal potential.

Thanks for the opportunity to comment.

Sincerely yours,

Donald E. Hobbs
DONALD E. HOBBS, Chief
Bureau of Range Management

DEH:vp

EQUAL OPPORTUNITY EMPLOYER

Letter Number 39

Bliss, Id.
H.C. 60 Box 1420
Aug 8th 1984

Bureau of Land Management.
Shoshone Idaho.
Ref. M. R. M. Plan.

Dear Sirs: For your consideration I would request the transfer of Public lands,— Isolated Tracts G 12 T6S, R13E, Sec. 20 W½ NW¼

to private ownership:

1. Due to the fact that this tract is carried on an Isolated Tracts (G 12) condition with no public access apparent.

2= Proper management to enhance Public needs.
A. Weed controls, B. Grasshopper & Insect Infestation controls. C. Fire Controls. E. Rodent nuisance Controls (Rock chuck, Rabbit, mice) infestations move to adjacent cropland. D= Wind erosion management.

3= We feel that upland game birds habitat would be enhanced = More aquatic habitat for ducks. Good fence rows and vegetative habitat for pheasants etc.

We feel that these lands in private ownership would be put to more beneficial use with less cost to the public in these depressed economic times. Their location being isolated to Good management & access. Sincerely Yours R.H. Dalton

---

Letter Number 40

JOHN T. PEAVEY PRES.
FLAT TOP SHEEP CO.

P.O. Box 88
Carey, Idaho 83320

Home: 788-2850
Meal Time: 788-2707

August 9, 1984

Mr. Ervin Cowley
Project Manager
BLM
Shoshone, Idaho

Dear Ervin:

This letter contains my comments on the Monument Resource Management Plan Environmental Impact Statement Draft.

My major concern is the classification of most of the BLM lands within the Norland allotment for transfer from public ownership. I feel that this classification will not only place in jeopardy continued grazing in the Norland allotment, but also much of the cattle use which takes place in the Kimama, Poison Lake, and Muldoon units as well.

The Norland allotment is highly developed with crested wheat seedlings, cross fences, working corrals and dug lakes. It is an intensively managed and a highly productive allotment used as an early spring calving ground. As such it is the key to our cattle operation. Without it the BLM could easily lose another grazing operation placing even more of the Monument area into non-use.

The fact that the allotment is an early spring use area means that all winter there is available to wildlife, especially antelope, more winter feed in the form of standing, fully developed, crested wheat plants.

There is more unused feed than in the Kimama unit to the north and the intensively farmed areas to the south. Each winter, this ungrazed allotment serves as a safety valve for the migrating game herds.

The many range improvements in the allotment represent a substantial investment of private and BLM money. These investments were made after the lands were classified for retention in an earlier study.

I don't feel the criteria cited on pages 2-35 of the draft EIS fit the public lands in the Norland allotment for inclusion in the T-1 category. Clearly, the lands are inside a grazing allotment that is easily and intensively managed. They are already fenced and contain other valuable public investments.

-2-

For these reasons, I would appreciate your reconsideration of the classification of these lands in the Norland allotment from transfer back to retention.

Sincerely,

John Peavey
John Peavey
President

COMMITTEE FOR IDAHO'S
HIGH DESERT
P.O. BOX 463 BOISE, IDAHO 83701

AUG6- 1984
RECEIVED
BUREAU OF LAND MANAGEMENT

Ervin Cowley, District Manager
BLM
Box 2 B
Shoshone ID 83352

Dear Sir:

We wish to comment on the Monument RMP draft.

We have so many objections to the information in the present Draft Plan, and to the methods by which it is manipulated to reach the preferred alternative the Draft Plan embraces, that we urge you to withdraw and entirely rewrite this plan. In general, we say this with an eye to 43USC1701(a)(7), (8), and (10); to 43USC1702(c); to 43USC1712(c)(9); to 42USC4331(c), and 42USC4332(2)(B); and to 43USC1901(a)(3).

We are outraged that this BLM District has refused to cooperate with this organization so that we can write an adequate response to this inadequate document. What information is in your Analysis of the Management Situation???????? We don't know because you refuse to send it. Our only conclusion about the AMS, based on the content of this Draft, is 'GARBAGE IN, GARBAGE OUT'. Your refusal to supply us a copy of the AMS is in direct violation of 42USC4331(a): "The Congress...declares that it is the continuing policy of the Federal Government, in cooperation with...concerned public and private organizations, to use all practicable means and measures, including financial and technical assistance...to create and maintain conditions under which man and nature can exist in productive harmony..."; and 42USC4332: all agencies of the Federal Government shall--...(G) make available to...institutions, and individuals, advice and information useful in restoring, maintaining, and enhancing the quality of the environment."; 40CFR1502.21: "Agencies shall incorporate material into an environmental impact statement by reference when the effect will be to cut down on bulk without impeding agency and public review of the action. The incorporated material shall be cited in the statement and its content briefly described. No material may be incorporated by reference unless it is reasonably available for inspection by potentially interested persons within the time allowed for comment."; and BLM Manual 1372.73B: "The head of the office making copies may waive fees...if the requester can demonstrate that the information primarily benefits the public...". This group represents the public, a fact made clear by our conversations, our letter, and our past contacts with your district. A large amount of AMS material, especially in the totally faulty soils and economics sections, is incorporated into this Draft RMP by reference and was not made reasonably available to us, despite written and telephoned requests. A copy of our request letter and your response is attached for inclusion in the RMP record. The unavailability of this material to us makes it imperative that a new Draft RMP be written incorporating that material, with an entire new comment period. We continue to express the doubt that the AMS consists of 700 handwritten pages, many in pencil and nearly illegible. We have recieved free copies of AMS's from every other district which has been planning, and none have looked that way: all have been neatly typed documents.

The Preferred Alternative is not a multiple use-sustained yield Plan. In an area which can be described generally as an ecological disaster area, it: decreases the number of mule deer and pronghorn; sells public lands with high wildlife values; increases soil erosion to unacceptable levels; does absolutely nothing for recreation except introduce plans in a few already-overused areas which will probably limit use; recommends two Wilderness Areas out of six possible; so degrades the overall quality of the environment that 3600 pairs of non-game birds will be lost; and, in compensation for all these losses, to produce what this document calls "a balanced approach to multiple use", authorizes grazing levels 44% above present use; and does all these things without the benefit of even the most cursory cost-benefit analysis. Just the lack of any cost benefit analysis
41-1 mandates the rewriting of this entire Draft Plan before there can be meaningful comment.

We will make our comments in the order of 43USC1702(c)'s listing of the various multiple uses.

RECREATION

43 USC 1712(c)(9) says the BLM shall: "to the extent consistent with the laws governing the administration of the public lands, coordinate the land use inventory, planning, and management activities of or for such lands with the land use planning and management programs of other Federal departments and agencies and of the States and local governemnts within which the lands are located, including, but not limited to, the statewide outdoor recreation plans developed under the Act of September 3, 1964 (78 Stat. 897), as amended..."

This means Idaho's State Comprehensive Outdoor Recreation Plan (SCORP)--just updated this year--must be of vital importance
41-2 in this RMP's decisionmaking. However, SCORP appears to have been completely ignored, on these grounds:

1) SCORP predicts an large increase in Camping over the next 20 years. It specifically states that Lincoln, Jerome, and Minidoka Counties have a need for 399, 597, and 396 new campsites respectively (pages 119, 114, and 121). It is, of course, silly to ask BLM to provide all these campsites. BLM should provide at least 80% of its proportionate share of these campsites, based on the percent of the counties that it manages. This means about 240 campsites in Lincoln, 110 campsites in Jerome, and 110 campsites in Minidoka Counties. At present BLM has no campgrounds in any of these counties. This draft RMP plan does not call for any campgrounds or campsites in the future. Simple statements that at some future time, some sort of recreation plan will be drawn up, do not meet FLPMA's mandate for multiple use management (43USC1702(c)). Recreation must be fully integrated into this plan. Where will the SCORP-mandated campgrounds be located? What types will they be (fully developed with RV pads, semi-developed with simple picnic tables and outhouses, primitive and just fenced off from cattle)? How will responsibility for maintaining the campsites be divided among other staff (range, fire, etc) who frequent the remote areas in which these campsites are located? How will maintenance of roads to these campgrounds be integrated with fire management's needs for better access and more firebreaks? How will these campgrounds and campsites be funded? (CIHD believes that money for fencing off camping areas can easily come from 8001 and other range improvement funds, under PRIA. For example, 43USC1901(a)(1): "vast segments of the public lands are producing less than their potential for...-recreation..."; 43USC1901(a)(3): "unsatisfactory conditions on public rangelands ...reduce the value of such lands for recreational and esthetic purposes..."; 43USC1901(a)(4): "the above mentioned conditions can be addressed and corrected by an intensive public rangelands maintenance, management, and improvement program involving significant increases in levels of rangeland management and improvement funding for multiple-use values..."; and 43USC1902(f): The term "range improvement means any activity or program on or relating to rangelands which is designed to...control patterns of use...". Putting up fencing to keep cattle, sheep, and their droppings out of campsites is a completely reasonable use of range improvement funds for controlling patterns of use.) This plan should be changed to include a vigorous program of campsite creation. Semideveloped and primitive campsites should be created in the following areas, in accordance with good multiple use planning: Big Blowout Butte (Laidlaw Park); Sand Butte west of the Butte in excluded area;
41-3 Big Wood River (Preacher Bridge area); Wagon Butte; Laidlaw Butte (just east of Butte in good condition rangeland); Huff Lake (a small exclusion from the Raven's Eye WSA for campsite purposes); Bear Trap Cave; Split Butte; and others in similar key places. With Wilderness coming to the Great Rift and other lava areas, and with greater awareness of the hikeability of these areas, campgrounds will be necessary for people who dayhike in lava by day but carcamp at night.

2) SCORP predicts an increase in Walking/Hiking by the year 2000. It identifies a need for 36 miles of hiking trails in Lincoln, 60 miles of hiking trails in Jerome, and 64 miles of hiking trails in Minidoka Counties. BLM has, as far as we can tell, no hiking trails at present in these counties. This draft RMP calls for no trails to be constructed. Needs identified by SCORP must be addressed in the RMP, not in some future RAMP. We recommend that this Plan call for: a paved nature trail suitable for wheelchairs in lava areas north of Shoshone, along ID75, at
41-4 least 1 mile long, with well-signed, paved parking area; a two mile marked extension to the above trail (unpaved); a pair of systems of marked routes, each at least 12 miles long in the Ravens Eye area, based on loops of 2, 4, and 8 miles length, with trailheads at Sand Butte and Huff Lake Campgrounds.

Nature study, driving for pleasure, hiking, and camping have not historically been major desert recreational activities in Idaho. This has been due in large part to overgrazing and resulting small game and nongame wildlife populations; to poor road maps and minimal road maintenance; to poor trail maps, no trail construction or maintenance, and aesthetic impacts from overgrazing; and to lack of potable water, lack of cowpie free areas, and simple lack of designated campgrounds. Another major factor impacting recreational use of desert areas is public perception of rangelands along major highways, which have

frequently been devastated by fire and exotic invaders.

The Committee for Idaho's High Desert is working to change all these factors. We support increases in game and nongame wildlife, and work to protect natural values through ACECs and Wilderness Areas. We support improved maintenance of critical recreation access roads. We lead outings in which hikers are acquainted with desert hiking areas and techniques. We support creation of a wide range of undeveloped, semideveloped, and fully developed campgrounds in desert areas. And, we conduct frequent public education programs to overcome false public perceptions of low natural and recreational values in desert areas such as the Monument Resource Area.

As a result of these activities; of the wilderness study process, which is focussing attention on specific areas; of the probable designation of wilderness in this Resource Area; and of the overall predicted increase in walking and hiking and camping: we forecast a vast increase in recreational use of this Resource Area--an increase that would be 10 to 100 times current use levels, even without creation of campgrounds or trails. Craters of the Moon Wilderness has shown a very strong correlation of growth in wilderness use through time. Growth in hiking can be projected to almost 1200 visitors in the year 2000. This is a 333% increase over the 1979-1983 average. This increase is only in overnight use--day use in this lava area must be much higher than overnight use. This draft RMP does not even hint at the possibility of such an increase in lava hiking, or make any plans to accomodate it.

We specifically object to the numbers obtained through your "Recreation Methodology" section (Appendix G), as they are apparently manifested in your "Comparative Summary of Cumulative Effects" (Table 2-3). Your preferred alternative, C, increases erosion, increases grazing, reduces big game numbers, transfers 55000 acres into private ownership, and even reduces the number of pairs of nongame birds by 3600. We find it incomprehensible that you project only an eight percent difference in Nature Study
41-5 between this and Alternative D, which decreases erosion, decreases grazing, increases big game numbers dramatically, transfers only a few acres to private hands, and increases nongame birds by 9800 pairs. Our estimate is that your preferred alternative will so degrade the natural environment that nature study will increase at a lower level than with your No Action alternative--in the 25% range. We also estimate that Alternative D will result in a much higher level of nature study--in the 300% range. Please change your figures to correct this obvious error.

The same problem of failing to relate changes in environmental quality with changes in recreational use shows up in your Dispersed Recreation figures. With the no action alternative, with the same dismal ecological conditions the area has now, and with no new wilderness creation, you predict a 120% increase in
41-6 recreation. With your preferred alternative, two wilderness areas, less wildlife to see, and increased grazing impacts, you predict a 125% increase. With Alternative D, six wilderness areas, much better ecological conditions, and much more wildlife, you predict a 136% increase. We simply disagree with these figures. Alternative C seems OK, with wilderness area designa-

41-6 Cont. tion outweighing grazing impacts to make a net 5% increase. But Alternative D would doubtless result in a much greater level of recreation increases. ORVers would not really be impacted by these wilderness designations because these areas are in large part lava, and simply so far from population centers that ORV use is slight. Thus, we urge you to include a 500% increase in dispersed recreation use with Alternative D.

RANGE

The non-lava portions of the Monument Resource Area are predominantly in a state of ecological disaster because of overgrazing and fire. As the Draft Plan states, 95% of the lands are in poor, fair, or seeded condition--only 2% are in good condition. The Preferred Alternative does nothing to change this, except seed more areas to exotic vegetation, and build stock watering pipelines to degrade at least half of the 2% good range. CIHD believes that the Monument RMP range and grazing portions should first examine the land in light of the No Action situation--the 97,000 AUMs of present active use. How is the land faring right now under this level of grazing? Is this disastrous condition improving? The answer is no--trend in the RMP area is generally static. How are erosion levels under current grazing (97000 AUMs)? They are very high--4.8 tons per acre.

The critical issues of condition, trend, and erosion (not to mention wildlife) make reductions under current active grazing levels absolutely necessary. 41-7 We protest your judgement that "Poor condition areas with few native perennials (highly disturbed) may show upward trend with decreases in grazing and low incidence of wildfire, but would not change condition class." (page D-11). With scattered seedings of native grasses, as we propose, seed sources for regeneration of native perennials would be able to make even poor condition range eventually become good condition range--with decreases in grazing and proper grazing management. No alternative you have generated includes the idea of seeding native grasses to improve ecological condition in severely impacted rangelands. Further, your 41-8 Irreversible or Irretrievable Commitments of Resources section does not address the most important issue facing Idaho range management: what is the long term, cumulative impact of seeding only exotic species of grasses? You simply say that "land and vegetation would be committed for the lives of the projects." (page 4-62) The rewritten Draft and the Final Plan should address the question of just what are the lives of these projects. Already, 20% of the grasslands in this RMP area have been seeded to exotic grasses. We view that percent to be an absolute ceiling for percent of BLM land so altered in any planning area, even one so devastated as this.

CIHD proposes that, to reverse the trend toward exotic grasses and weeds of all types, 50% of all new regular seedings and 75% of all post-fire seedings be to 100% native grasses, forbs, and shrubs. These seedings should include Idaho fescue, bluebunch wheatgrass, Basin wildrye, bitterbrush, at least 3 pounds per acre of native forbs, and other native plants as site

may dictate. The seedings should be in 5 to 10 acre tracts, well fenced, with no grazing for the first three years, and with only 25% utilization grazing in successive years to promote utmost plant vigor for seed production. The tracts should be well scattered, in large and small allotments. They should be monitored four times per year to guard against fence problems. 41-9 We feel strongly that in the rewritten Draft and and Final Plan, an alternative must be developed that provides for such seedings, which would have many good effects. Funds would come from range improvement and fire funds.

41-10 CIHD is also concerned with the current Draft Plan's monitoring trigger point for vegetation utilization (page A-3). The difference in plant vigor between 50 and 60% utilization is so great that we prefer 52% as a more conservative management trigger point. Please develop this approach in an alternative in your rewritten Draft and the Final Plan.

We are also concerned about your schedule of 10 year inspec- 41-11 tion of allotments for condition. Please include provisions for 3-year inspection cycles for condition (at the same time as trend) in the rewritten Draft and the Final RMP.

Last, we are opposed to digging a well and building a pipeline in Laidlaw Park for stock watering. That area has high recreational, wildlife, and natural values (see our ACEC and wildlife comments). We feel that the need for seedings is so great, and the costs of pipelines so high, that this and other pipeline projects must be abandoned in favor of seedings of 41-12 native grasses. Specify which alternatives don't build the Laidlaw Park pipeline, and adopt one of them.

MINERALS

Our only comment on minerals concerns closures around ACECs 41-13 and ACIs. The proposed 250 foot closure around ACIs (page 2-73) is inadequate to protect the natural character of these areas. We recommend a one mile radius closed to all mineral entry and leasing around both ACIs and ACECs. This applies to National Natural Landmarks. Include this proposal in an alternative and adopt it.

41-14 Mineral material use should be prohibited within the proposed Dry Cataracts National Natural Landmark. Your economic analysis must include an estimate of the value of such mineral materials; a judgement on whether alternate sources for these materials exists; and a report on what the impact of mineral material removal would be on the Natural Landmark.

WATERSHED/SOILS

41-15 This document is sorely lacking in soils data. Perhaps this lack of data is the reason why it treats the vital soils resource so poorly. The rewritten Draft and the Final RMP must include a table of soil erosion rates by allotment that includes:

1) estimates of cumulative erosion since grazing began;
2) estimates of present erosion rates;
3) estimates of future erosion rates by alternative;
4) T-levels for each allotment (erosion tolerance levels);

41-15 Cont. 5) and estimates of soil creation (as mentioned on page 4-63)

Inclusion of such a table might alter decision making. This must happen, in light of 43USC1712(c)(1) and (4); and of 43USC1702(c), which defines multiple use as the "harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land..." The preferred Alternative does the following three things in direct contradiction to those items:

1) average erosion rates are increased to over 5 tons/acre/year;
2) number of acres with reduced soil productivity are increased by over 10000;
3) number of acres with severe erosion are increased by 3000.

41-16 These figures are amazing. The BLM simply must adopt an alternative that does not include any increases in erosion in any category. The rewritten Draft and the Final RMP must include more information on just how BLM arrived at its figures for acceptable erosion rates. It is our impression that erosion T-levels may fall within 2 to 5 tons per acre, depending on soil type. Yet your soils analysis, mailed to us and included in this comment letter for the record, calls wind erosion rates of 5 to 50 tons/acre/year slight! In justification, a 1961 report is cited, with no page reference. The same analysis calls 5 to 15 tons/acre/year from water erosion, moderate! No published source is given--and apparently, in doing your soils inventory, T-levels were not established. The new Draft and the Final must include detailed references by book and page to justify these extraordinarily high erosion rates.

41-17 These high soil erosion rates are another reason why monitoring trigger points for utilization should be lowered. At 59% utilization of forage, there is insufficient cover to prevent wind and water erosion.

WILDLIFE AND FISH

41-18 This plan reduces the numbers of pronghorn and mule deer, in direct conflict with Plans approved by the Idaho State Department of Fish and Game. It also fails to recognize Fish and Game plans for increases in Sage Grouse numbers. This Draft Plan is even at odds with itself on wildlife issues. On page 3-4 it engages in a lengthy apology for why wildlife habitat quality is declining, blaming wildfires and loss of historical winter range for wildlife problems. It then goes on to say, "forage availability to big game and sage grouse is not limited by grazing levels or season of use by livestock... Change in grazing management is not an important management consideration at this time." Since this is a 20 year plan, "at this time" must mean, "at this time or any time in the future." NEVERTHELESS, reduced grazing levels under alternative D permit large increases in deer, antelope, and sage grouse. AND, pages 4-16 states that the preferred alternative's land sales would include critical antelope winter range and would adversely impact the population!

CIHD does agree that seedings can improve wildlife habitat;

the section on Plowing, Disking, and Seeding on page D-7 does a good job of urging irregular patterns in seeded areas (we recommend 20 acre maximum seeded areas), and seeding of grass, forb, and shrub seeds--except forbs and shrubs should be included in all seedings. We also agree with the philosophy behind Prescribed Fire on page D-6. There must be good coordination on timing fire to prevent Little Park-type errors.

The IDFG Goals, Objectives and Policies Plan for the years 1975-1990 (hereinafter GOPP) states Pronghorn goals on pages 31 and 32. Pronghorn populations are to increase well above current (1975) trends, and hunter success rates are to increase also (less days per animal). They state under Problems and Strategies that land management agencies should give "more consideration to antelope in grazing plans", and "provide watering areas that would allow the expansion of existing pronghorn range."

The IDFG 1981-1985 Trophy Species Management Plan section on Pronghorn (pages 26-28) sets a goal for this area for "increase population, increase harvest, and provide more recreation." In spite of this clear direction from IDFG plans, and in spite of 43USC1712(c)(9): "to the extent consistent with the laws governing the administration of the public lands, coordinate the land use inventory, planning, and management activities of or for such lands with the land use planning and management programs of...agencies of the States and local governments... Land use plans of the Secretary...shall be consistent with State and local plans to the maximum extent...consistent with Federal law and the purposes of this Act."; in spite of this, the preferred Alternative under this Draft RMP decreases pronghorn numbers by 3 41-19 percent. In the rewritten Draft and the Final RMP, an alternative must be developed and adopted that meets the IDFG goal of an increased pronghorn population.

The IDFG GOPP plans for a vast increase in mule deer levels for 1990 over current (1975) trend levels. IDFG goals are to:

1) rebuild mule deer numbers;
2) increase harvest;
3) and increase success rates.

The IDFG 1981-1985 Mule Deer Species Management Plan for Mule Deer has the following goals (pages 70-74 and 84-85):

1) increase resident and wintering populations, maintain harvest, and increase recreation in Unit 52;
2) maintain population and recreation in Unit 53;
3) and maintain population and increase recreation in Unit 68.

The 81-85 Plan says, "long range impacts of agricultural 41-20 development in this Area could be substantial" on mule deer. The rewritten Draft and Final Plans should detail just how BLM has coordinated with IDFG on determining which Desert Land Entry and Carey Act applications are granted. This Plan also says, for Units 45 and 52, that Management Direction is to urge "BLM to 41-21 allocate forage for more deer."(page 71). BLM must respond to this identified need for more forage for deer by allocating more forage to deer!

The IDFG GOPP calls for increases in sage grouse numbers and hunter success. It says: "If adequate consideration is given by federal and state land management agencies to preserving and enhancing existing sage grouse habitat and more refined management implemented, rebuilding of sage grouse populations can be accelerated." This draft plan increases sage grouse populations by one percent--one percent! Increased hunter success, as called for by the IDFG plan, cannot be achieved under the proposed alternative.

The IDFG 1981-1985 Upland Game bird Management Plan identifies the Monument Resource Area as having high density sage grouse populations. Goals for sage grouse populations are: increase populations, increase harvest, provide more recreational opportunity (page 22). Under Programs, pages 24-25, it says: "The Department will request (1) that land managers avoid...-detrimental brush spraying; (2) that brush removal projects be timed to protect forbs; (3) that fire or other alternatives to herbicides be used when brush control is necessary; and (4) that land managers attempt to maintain conditions favorable to sage grouse." Also: "encourage land managers to (1) develop watering facilitiues for small animals; (2) fence spring and seep areas to exclude livestock; (3) manage existing water facilities to provide water throughout summer and autumn..." Also: protect traditional sage grouse breeding grounds through special consideration for them and inventorying. Alternative D makes it clear that with reduced grazing, there could be a 10% increase in sage grouse populations. Obviously, that alternative does a much better job of creating favorable habitat conditions than the preferred alternative, which only increases numbers by 1%. With all these considerations in mind, we are appalled when we look at the 50% of brush removals and seedings planned for Laidlaw Park, which would increase manipulated range percentages to near 60%. While some manipulation of vegetation can help sage grouse in that critical wintering and nesting habitat, we believe the total amount of range alteration in Laidlaw Park allotment should be held to 15% of the total area.

We also hold that this draft plan is acting contrary to the entire principle of 43USC1712(c)(2) and 43USC1701 and 43USC1702(c) by including complete plans for extensive range improvements in this vital sage grouse habitat, at the same time as it refuses to discuss the issue of these impacts on those sage grouse. Instead, this draft plan says that at some indefinite future time, some sort of sage grouse Habitat Management Plan will be written to do something that (hopefully) will help sage grouse. THIS DRAFT PLAN IS REQUIRED BY LAW TO BE A MULTIPLE USE PLAN. IT VIOLATES THE ENTIRE PRINCIPLE OF INTERDISCIPLINARY PLANNING TO ALLOCATE THE GRAZING RESOURCE TO THE NTH DEGREE, WHILE PUTTING OFF ALL STUDY OF THE SAGE GROUSE RESOURCE TO SOME
41-22 FUTURE TIME. The rewritten Draft and the Final Plans must include the sage grouse resource in the plan, and not just leave the remainder after grazing is accomodated, to the sage grouse. They must substantially increase sage grouse numbers, in line with Fish and Game plans.

41-23 The rewritten Draft and Final plans must also include and adopt alternatives that meet IDFG mule deer goals for this area by allocating more forage for deer, and by retaining tracts that are important habitat for deer. The intent of these IDFG plans must be followed, not just the numbers given in them. IDFG has had inventory problems in the past and will have them in the future, due to funding problems. If their plans say increase game numbers and hunter success, then BLM should work to do this--and not decrease forage for wildlife because IDFG numbers are low.

NATURAL SCENIC, SCIENTIFIC, AND HISTORICAL VALUES

This Plan does a fair job of identifying potential Areas of Critical Environmental Concern, in line with 43USC1712(c)(3). We support your decision to create ACECs in Substation Tract, Vineyard Creek, and Box Canyon/Blueheart Springs. However, the following areas were overlooked:

Sand Butte. Sand Butte has scenic, wildlife, and natural system values of substantial state and national significance. The Butte itself has very fragile sandy soils; fragile and rare vegetation, including a wide variety of grasses and forbs; the entire area's only ferruginous hawk nest; and a unique geologic nature which has not yet been studied. The potential for ORV damage is enormous. Certainly, even the very faint way into the
41-24 Butte's floor is distracting. The rewritten Draft and the Final plans should nominate and declare the Butte area to be an ACEC, to protect these resources. We do not feel that your proposed ORV closure (which we support) or recomended wilderness designation (with Congressional action a possible 10 years away) will go far enough to protect this special area until it can be scientifically studied.

Last Chance Kipuka. Last Chance Kipuka is in the northwest portion of Laidlaw Park (SW4 Sec 21). A faint way now leads to it. The area east of the kipuka contains excellent condition grasslands which provide a picture of how Laidlaw Park looked prior to overgrazing. CIHD recommends that an ACEC be established with in this approximate area: NE4 Sec 32; NW4 Sec 33; Sec 28; E2 Sec 21; and SE4 Sec 16. These areas have scenic, wildlife, natural process, and cultural and historic values. The excellent grasslands, in contrast to the other 98% of the Resource Area; the proximity to a lava wilderness; the opportunity to gain an historic perspective on how the area looked to the first sheepmen and cattlemen; and the sage grouse nesting habitat, deep in the largest undisturbed native grasslands portion of Laidlaw Park, all mark this area as one of substantial state and national significance.

We also recommend that Silver Sage Playa not be placed in a transfer category, as Alternative B calls for. While your analysis indicates that it does not qualify for full ACEC protection, we feel that time may change this judgement. Don't sell that ten acres of land.

On page 2-64 you state that under alternatives B, C, and D, four cultural resource management plans will be developed. On pages 2-28 and 2-29, you specifically mention only two such
41-25 plans. The rewritten Draft and Final plans should state where the other two plans are being written for, and when they will be written.

41-26 We are concerned about impacts to surface sites from sheep-cattle conversions. The greatly increased trampling of cattle can damage such cultural sites. Conversion areas must be subject
41-26 Cont. to Class III inventories as specified in BLM Manual Section 8111.4. Develop and adopt an alternative that mandates such study.

ECONOMICS

The greatest single flaw in this plan is its utter failure to carry out 43CFR1610.4-6: "The District Manager shall estimate and display the...economic...effects of implementing each alternative considered in detail." This detail is entirely lacking in this RMP. The only economic analysis in the document consists of a summary of ranch budgets (including by reference information in the AMS); a review of farming costs which shows almost zero benefits from converting range land to agricultural land; page 2-77's "Economic Conditions" section; and one page (J-5) in the Appendix. The terms "costs", "benefits", and "economics" do not even appear in the index.

41-27 We question many of the assumptions in that Table J-3. You assume an average wage of 18500 for range improvement-related jobs (900,000 income divided by 42 jobs). Also, 19200 for one maintenance job. These figures appear to be extremely high. What is the source for these figures? (It may be in the AMS but we can't get a copy of it.) Are these jobs for one year at a time, or are they spread out over some given life of the plan--i.e., 42 jobs divided by 15 years equals 2.9 full time jobs in any year??????? Exactly how many full-time equivalent, permanent jobs will be created by these range improvements, at what predicted annual income? And are these family and operator "jobs", which don't really result in a payroll, or are they hard-money paid positions?

41-28 Your method for figuring grazing fee charges is ridiculous. A five year average is silly. The trend in every one of the past five years is DOWN. We anticipate, based on statistical analysis, that fees will level out at about one dollar per AUM. Include a statistical correlation between time and grazing fees in your RMP, and use the resulting value (projected over 15 years, based on the last 5) in your rewritten Draft and the Final RMP.

41-29 You state (page 3-37) that the Taylor Grazing Act explicitly states that grazing rights have no capital value. You then attach a capital value to those rights. While we agree that the high level of government subsidy does have some possible capital value, we feel those values do not belong on a table like J-3. Remove them from the Draft and Final RMP.

41-30 Your Alternatives A, B, and C state that no ranches would be "threatened". This statement is contradicted by a high foreclosure rate on livestock operations in the multicounty area, and (obviously) by the fact that the entire livestock industry is unhealthy--as evidenced by the continually decreasing grazing fee rate, and the correspondingly increasing level of federal subsidy needed to keep the industry afloat. We cannot accept your "no ranches threatened under current conditions" conclusion without an analysis of livestock operation sales, foreclosures and bankruptcies in the multi-county area over the past 5 years. How many have been sufficiently threatened to go out of business? If
41-30 Cont. the answer is none, then we can accept your theory. Otherwise, we believe at least twenty percent of livestock operations are currently threatened. This information must be included in the rewritten Draft and Final RMPs. It may be in the AMS, but we can't get a copy of the AMS, so put it in print for us.

41-31 Of course, once you get your recreation use figures corrected, the recreation section will change drastically. We cannot understand, however, why you only figure 9800 dollars per year wages in the recreation industry (2,000,000 divided by 202 jobs equals 9800 dollars per year). What is the basis for these figures? Is it the same document as you consulted for the livestock workers' wages? Again, are these job-years, or are they permanent, full-time jobs? And are they family/operator jobs, or wage-paying positions?

41-32 Your analysis of economic benefits from sales of potential farm land, and from allowing Desert Land Act and Carey Act entries, is flawed. You are taking one farm at a time, when you should be looking at the big picture of agriculture in the multi-county analysis area. CIHD is concerned about cumulative effects of dumping super-cheap, almost-free federal land on the agricultural land market to compete with family farmers who are having serious trouble making payments on much more expensive private land. How many farms have been foreclosed on in the multi-county area in the last five years? These figures belong in the rewritten Draft and Final RMPs. A simple insertion of higher land costs into your list of assumptions (page J-1) and your Table J-1 makes it clear that existing farms in the area are losing money. How will this dumping of free farmland (at $702.86 per year for 210 acres) impact other operations? Also, what is the present average level of direct and indirect federal subsidies to farms in this area? How does this average figure compare to the subsidies directed at the new farms you wish to create through sales and grants? These question must be addressed in your RMPs. It seems clear to us that only the smallest tracts, with the least wildlife values, the highest possible soil values, and the highest management costs, should be passed on. Any lands with wildlife values must be retained!

41-33 You assume (page 4-13) that the Federal Government will receive a benefit of $100 for every acre transferred. How was this figure arrived at? What are the administrative costs of such large-scale sale projects in other Idaho districts, on a per acre basis? What are this district's average annual per acre management costs? These questions must be answered in the rewritten Draft and the Final RMPs.

41-34 The final line in your "Detailed Comparison of Effects of the Alternatives" is ludicrous: Annual Costs (Range Improvement and Fire). Are these the only costs associated with BLM activities in the Resource Area? What about range costs? What about monitoring costs? What about administration costs, which must be at least 75% accountable to range activity? What about recreation costs? What are the costs of BLM maintenance of roads to and vegetation in range improvements (pages D-6 and D-7)?

HOW CAN A COST BENEFIT ANALYSIS BE CONDUCTED WITHOUT THIS INFORMATION?

Perhaps this information is in the AMS. However, we can't get a copy of the AMS despite telephone and written requests.

41-35 The rewritten Draft and the Final RMP must include these and other costs. One page is not enough to present a detailed picture of economic impacts as required by 43 CFR 1610.4-6. The new summary of costs and benefits must clearly differentiate between grazing-associated and other costs.

WILDERNESS

This plan addresses the fate of six roadless areas. The Committee for Idaho's High Desert supports wilderness designation for three of the six areas. Sand Butte has exceptional natural values, with a high degree of biological diversity. It has a substantial mule deer population. It has high geological interest, which go hand in hand with its scenic attractiveness. It contains "Qb2" and "Qb4" type lavas and associated soil profiles. It is manageable as wilderness and should be so preserved.

Raven's Eye is one of Idaho's premiere desert roadless areas. It contains "Qb1", "Qb2", and "Qb3" lavas and associated soils. Together with the contiguous Sand Butte area, it provides a continuum of lava desert processes from fresh lava to older (but still recognizable) lava, along with a wide range of associated soil and vegetation development levels. It also contains Broken Top, a very special geologic feature that dominates an area of grasslands which do have potential to return to good or excellent condition class. The Broken Top portion of Raven's Eye is a logical and geological extension of Sand Butte WSA. A small area of the Raven's Eye WSA near Huff Lake should be excluded from the wilderness recommendation for campground development.

We support wilderness for the Little Deer area. While we are not concerned about exclusions along its south side, we want all the Little Park portions included, for sage grouse habitat protection. Section 16 in T2S R23E should be included in the WSA boundaries.

CONCLUSION

This Draft Plan must be rewritten and reissued to comply with FLPMA's multiple use mandate. At present, it does not even address the issues of economics; recreation; soils; or natural and scientific values. It does not contain any alternative which adopts creative range management techniques to reverse the problems which plague this area.

An alternative must be developed which:

41-36 1) seeds native grasses in scattered plots which are maintained at high vigor, to restore native seed sources to depleted areas, so that those areas can advance from poor condition to good and excellent condition.

2) increases mule deer, antelope, and sage grouse numbers to conform with Fish and Game plans. This alternative should spend range improvement funds to create water sources for game, so that they can better utilize available forage, and must also use those funds to plant bitterbrush and other needed shrubs and forbs..

3) meets identified demands for campsites and trails

4) has realistic, detailed economic analyses.

Response to Letter Number 41

41-1 The range management program is the only area where reasonable estimates of costs and benefits can be made. A cost-benefit analysis for range improvement proposals will be made prior to issuance of the approved Monument RMP.

41-2 The 1983 SCORP was not released until after the draft Monument RMP/EIS was ready for print (March 1984). Idaho Outdoor Recreation Profiles and correspondence with John Barnes, the Idaho Parks and Recreation SCORP Coordinator, were considered in preparing the recreation section.

The recreation profiles presented current and projected visitor use days for various recreation activities but did not specifically address additional numbers of facilities required. Camping activity in Minidoka and Lincoln counties is expected to increase 55 percent and 57 percent, respectively, over the next 20 years. Most camping use within these counties is presently dispersed and is not dependent on facilities. It is felt that these projected camping needs can be accommodated with the RMP management guidance.

The Idaho SCORP recommends the number of campsites in Lincoln and Blaine counties increase by about 4,000 percent by the year 2000. This is unrealistic. These figures are based on campsites per projected population and do not recognize other factors such as a lack of resources to attract campers. Most campers in Lincoln and Minidoka utilize campsites in adjacent counties near water bodies or in the mountains. Within the Monument Planning Area, Lincoln and Minidoka counties simply do not contain the resources to attract this amount of camping use.

41-3 The areas mentioned, with the exception of the Little Wood River/Preacher Bridge area, are extensive recreation use areas (dispersed) rather than intensive. Campground development will be considered in the development of Recreation Area Management Plans or Wilderness Management Plans if justified by a need for resource protection or by demand for such facilities.

41-4 A Resource Management Plan (RMP) establishes land use allocations, multiple use guidelines, and management objectives for a given planning area. "...It is not a final implementation decision on actions which require further specific plans, process steps, or decisions..." (43 CFR 1601.0-5(k)). These kinds of specific development plans clearly fall into the category of activity plans as discussed on page 2-13 of the draft.

41-5 Alternative C recognizes key areas for nature study including Box Canyon/Blueheart Springs, Vineyard Creek, Substation Tract, Raven's Eye WSA, and Sand Butte WSA. These key areas would receive increased nature study use because of enhancement of their naturalness and/or increased public awareness of the areas because of their special designations. In Alternative D, inclusion of other areas, which may have somewhat lower values for nature study, would not increase nature study opportunities dramatically.

41-6 Recreation use depends on adequate opportunities for a particular activity. Providing additional opportunities for dispersed recreation without a corresponding demand may enhance the experience, but may not substantially increase use. We do not expect demand for dispersed recreation use to increase anywhere near 500 percent.

41-7 The rate of successional change in less than 12-inch precipitation zones dominated by cheatgrass is very slow. The assumptions on page D-11 of the draft reflect the expected plant community compositions after 20 years, and little change is expected in such a short time. The discussion about vegetation has been expanded on pages 3-12 and 3-13 of the final EIS to clarify the competitive nature of cheatgrass and the difficulty of overcoming cheatgrass competition. The results documented on page 3-12, along with observations within the Shoshone District, have discouraged the practice of seeding to improve ecological condition. Given the high cost of seed, the high cost of seeding small areas, the low probability of seedling establishment, and the even lower probability of significant improvements in ecological condition, we are unwilling to invest public funds on seedings of this type. If the BLM performed seedings as described in this letter using the few species capable of competing with cheatgrass and protected them to "promote utmost plant vigor for seed production," other forces would likely prevent significant ecological improvement. Relatively slow improvement would likely be halted by wildfires that, due to the flammability and widespread presence of cheatgrass, are beyond our ability to completely control. We simply cannot prevent the loss of these types of new seedings until some method of reducing the fire frequencies of this area is found.

41-8 Cheatgrass is the real ecological villain in this case. This alien species evolved under centuries of intensive grazing by large herbivores, and has developed competitive characteristics lacking in our native species. Now that cheatgrass has developed a stranglehold on vast areas of rangelands, a logical approach is to seek species that possess the characteristics necessary to compete with cheatgrass. Most native species have been unsuccessful in competition with cheatgrass, whereas exotics like the crested wheatgrasses have shown more success. The crested wheatgrasses have evolved under environments similar to those that spawned cheatgrass, yet they have similar growth forms and phenology to our native bunchgrasses as well as occupying similar habitats. Crested wheatgrasses also possess a tolerance of fire not shared by most native bunchgrasses.

Given the failure of native species to make substantial gains against cheatgrass, the success of the exotic wheatgrasses is welcomed. A sagebrush/crested wheatgrass vegetation type is ecologically preferable to sagebrush/cheatgrass or cheatgrass-annual weed types.

Some crested wheatgrass seedings have persisted in excess of 20 years in this area. Reproduction of crested wheatgrass is evident within some seedings here, and occasionally some expansion into adjacent cheatgrass can be seen.

The project life span for a successful seeding is considered to be 20 years. Usually by this time, sufficient amounts of sagebrush and forbs have become established to decrease the production of seeded species by 50 to 75 percent.

41-9 The expanded discussion under "Alternatives Eliminated From Consideration" beginning on page 2-11 of the final addresses this comment.

41-10 Sixty percent utilization of key forage species should leave adequate watershed cover when one considers that 98 percent of the planning area also has cheatgrass, shrubs, and other lesser-grazed vegetation in addition to the target species. At 60 percent utilization of key species, 30 percent (or less) utilization of other species is common in this area.

The 60 percent figure is based upon this more than purely upon plant physiological requirements since these are also strongly influenced by grazing systems. For example, if perennial grasses are grazed the same season each year, no more than 60 percent should be used as a rule, but greater utilization can be made under rotation grazing systems without harming the plants. Upon annual ranges, 60 percent use is adequate to maintain seed production, and hence, stands of annuals, on a sustained basis.

41-11 Three years is insufficient time for detectable condition changes to occur in an 8- to 12-inch precipitation zone. Some changes that could be detected would be establishment of a new seeding, or loss of a seeding, or sharp downward change in condition under extreme, abusive grazing. Downward trend is a "trigger" for management concern (see page A-3 of the draft RMP/EIS) and areas displaying downward trend will be monitored more frequently than every ten years. However, budget constraints and the low probability of detectable change make a general evaluation of the entire planning area every three years impractical and unnecessary.

41-12 A well and 15 miles of pipeline are proposed for the Laidlaw Park Allotment in Alternatives C and D. A well and 28 miles of pipeline are proposed for Alternative B. No well or pipeline construction is proposed under Alternative A or Sub-Alternative D.

41-13 As stated in the draft RMP/EIS in Chapter 2, no surface occupancy associated with mineral lease development would be allowed within 250 feet of fragile geologic formations or caves within AGIs or in the proposed ACECs. Also, as stated in the draft on page 2-4, energy and minerals leasing and mineral materials sale is discretionary. Environmental review is required for approval of a lease application or sale and stipulations to protect other resources may be required. Locatable mineral development is governed by our surface management regulations (CFR 3809) to prevent unnecessary or undue degradation of Federal lands. The AGIs and ACECs are adequately protected by these restrictions.

41-14 In Alternatives C and D and Sub-Alternative D, mineral material sales and free use would be prohibited within the proposed Dry Cataracts National Natural Landmark. Although saleable mineral materials are limited in the planning area and prohibiting their use in the Dry Cataracts area would further limit their availability, the economic analysis does not deal with this limitation since other suitable sources appear to be available.

41-15 The soils portions of the EIS have been expanded for the final. Cumulative erosion rates are not available. Estimates of present and future erosion rates by allotment have not been included in the EIS. They would be of limited value for a general land use plan. T-levels for this area average two to three tons/acre/year. T-levels are of limited value for determination of acceptable erosion rates in an area such as this where soil accumulates through wind deposition rather than forming in place from parent material.

See the discussion on page 3-32 of the final EIS for more information.

41-16 Soil erosion rates were calculated as explained in Appendix 1. Wind erosion classes were taken from USDA, Agricultural Research Service (ARS) 1961 p. 14. Water erosion classes were arrived at from BLM Manual 7300 and personal communication with Dave Carter of ARS. The soils portions of the EIS have been expanded for the final. See the discussion on page 3-32 of the final EIS for more information.

41-17 See response to comment 41-10.

41-18 We intend to protect and enhance habitat for mule deer and pronghorn. However, IDF&G's projected increases for these species may be too optomistic in view of the habitat lost annually to wildfire. A substantial increase in mule deer and pronghorn will require a large increase in the acreage of quality winter range across the southern part of the planning area. Our habitat management plans will outline the projects required for this improvement. The success of these plans will depend on a high level of funding and a much lower frequency of wildfire--both unlikely events. Thus, we believe our projected population changes are realistic.

41-19 Pronghorn are most seriously limited by wildfire destruction of brush habitat. We see no sure way to increase pronghorn without large expenditures of money for winter habitat improvement and, perhaps, water developments over summer range. Our big game habitat management plans will have a high priority in the planning area for use of wildlife funds.

41-20 Idaho Department of Fish and Game has been consulted about proposals in this RMP from the outset through the present. In addition to the usual public participation opportunities, such as mailouts, we have met with IDF&G several times concerning the Monument RMP.

41-21 Mule deer are largely limited by habitat lost to wildfire. We do not believe that forage allocation is the limiting factor. This reasoning is treated on pages 3-3 and 3-4 in the draft RMP/EIS.

41-22 All alternatives would result in increases in sage grouse except Sub-Alternative D, where increased wildfire would be detrimental to sagebrush. The prescribed burns in Laidlaw Park are designed to improve sage grouse brood-rearing habitat.

The greatest enemies of sage grouse in the planning area are wildfire and cheatgrass as discussed in Chapter 3.

Also see response to comment 41-4.

41-23 Deer are not limited by forage allocation, but rather by loss of brush to wildfire. There is plenty of forage already available. See response to comment 41-18.

41-24 We agree that Sand Butte is a unique area worthy of protection. We feel that the area would be adequately protected if designated wilderness by Congress, but this designation is certainly not ensured. Management according to BLM's Interim Wilderness Management Policy should adequately protect Sand Butte until Congress acts on the suitability recommendations. In the proposed RMP, we have proposed designation of Sand Butte as an Area of Geologic Interest with an ORV closure on the butte itself as a fallback plan if Congress decides not to make the Sand Butte WSA a wilderness area. This has been added to Alternatives C and D and Sub-Alternative D in the final EIS on pages 2-31, 2-32, and 2-44. We do not feel ACEC status with its special management emphasis is warranted in this case given a lack of imminent threats to the naturalness of Sand Butte.

41-25 The referenced section on pages 2-28 and 2-29 in the draft RMP/EIS states, "In addition to the Cutural Resource Management Plan discussed for Devil's Corral (L9a) and the Cedar Fields SRMA (L10), two other plans would be prepared; one for the Oregon Trail and one for Wilson Butte Cave." These are the four plans. The plans for Devil's Corral and Cedar Fields SRMA would be prepared for areas L9a and L10, respectively (refer to Maps 3, 4, and 5). The plan for the Oregon Trail would be prepared for pioneer trail segments that still exist. All trail segments shown on Map 8 are not discernable on the ground today. Detailed field work would be necessary to determine surviving segments to be covered by a plan. The plan for Wilson Butte Cave would be prepared for the cave which is not shown on the RMP maps to preserve some anonymity of its location due to the fragile nature of the cultural resources of the site. All these Cultural Resource Management Plans would be prepared following selection of a Resource Management Plan.

41-26 Damage to artifacts by cattle trampling is generally confined to fence lines and watering troughs. Where these are to be constructed, there will be no affect since cultural resources will be identified through inventory and avoided or mitigated.

41-27 The earnings per job is derived from the 1980 employment and earnings for the counties in the Monument Planning Area as reported by the U.S. Department of Commerce, Bureau of Economic Analysis. The earnings per job for range improvements is based on data for the construction industry where the earnings per job is $22,176 (BEA 1982). Slightly different earnings per job values are calculated from Table J-3 due to rounding of the earnings, jobs, or both. Alternative C would provide 42 full-time equivalents (FTE) for the construction of range improvements. This may be 42 FTEs for one year, 4.2 FTEs for 10 years, 2.8 FTEs for 15 years, etc., depending on the timing of range improvement installation. It is not known how much of the labor for the range improvements will be provided by permittees and how much will be provided by contractors.

41-28 Any correlation between time and grazing fees would be meaningless due to the numerous times the formula for calculating grazing fees has been changed, the latest in 1979 (the first year of our five-year average). The grazing fee went up in 1980 the maximum allowed under P.L. 95-514 (25 percent). Also, the Bureau and the U.S. Forest Service are currently studying grazing fees which, when presented to Congress, could bring about an entirely new grazing fee formula.

41-29 The Taylor Grazing Act does not state that grazing privileges have no capital value. It does not specifically address the issue. What the Act does, however, is establish that the government does not recognize any "right, title, interest, or state on or to the lands." What this, in effect, means is that values that do arise, such as captial values, are not compensible by the Federal government if such values are lost (thru permit reduction, revocation, etc.). The existence of captial values associated with grazing permits is fairly well documented and, as such, should be analyzed in the impact analysis.

41-30 The ranch budgets developed for the Monument RMP indicate that, on the average, ranchers are currently able to meet their cash operating expenses with at least some funds available for payments on long-term debt and family labor. No judgment on their "health" is made beyond this. The impact section only identifies whether actions directly related to the RMP would place the viability of ranch groups in jeopardy. No attempt is made to ascertain whether other forces (market prices, interest rates, weather, etc.) are or will place the permittees' operations in jeopardy.

41-31 The earnings per job is derived from the 1980 Employment and Earnings for the counties in the Monument Planning Area as reported by the U.S. Department of Commerce, Bureau of Economic Analysis. The earnings per job is based on data for the retail trade industry where the earnings per job is $9,994 (BEA 1982). Slightly different earning per job values are calculated from Table J-3 due to rounding of the earnings, jobs, or both. These jobs would be permanent full-time equivalents. Most of the jobs resulting from increased recreational activity would probably be due to new businesses or added employees in existing business, although it is not possible to make any prediction in number of jobs or percentage of total jobs.

41-32 Entries allowed under the Desert Land and Carey acts must meet a test of economic feasibility with no credits for potential farm payment programs. The analysis presented in this RMP is designed to represent the average entry application in the planning area, and as such, does not represent any individual application. Analysis of production increases and their potential impact on farm prices, distributed impacts, and electric system impacts has been added to the text of Chapter 4, Environmental Consequences, in the final EIS. The description of Economic Conditions in Chapter 3 has been expanded. Tables 2-3 and J-3 have also been updated.

41-33 Land transfers were valued at $100 per acre since it was estimated that this would be the net income to the government from land sales (sale price minus sale costs). This was also the value used for other types of transfers (except agricultural entry) for the following reasons: (1) it is not presently known as to the amount of land that will be sold, exchanged, etc. by disposal type; and (2) it was assumed that if lands can be sold for a net benefit of $100 to the government, then other types of disposals should have at least that much value. The District's total fiscal year 1984 budget is $1,573,100 and it manages approximately 2,035,000 acres. These lead to a per acre management cost of $.77. This does not include the costs associated with fire pre-suppression, suppression, and rehabilitation.

41-34 Other costs associated with BLM management in the planning area are not identifiable to the resource area level in the Bureau's financial management system. In the Bureau's accounting system, the District is the accountable organizational unit and no cost breakdowns beyond that level are provided. Also, the range program is the only area where reasonable estimates of costs and benefits are available. This would make any benefit/cost analysis very inaccurate and incomplete.

41-35 See response to comment 23-1.

41-36 Recreation was adequately addressed in the draft RMP/EIS. See response to comments 41-2 through 41-6.

A section has been added to the text of the final EIS on page 2-11 dealing with the feasibility of re-establishing native vegetation.

Refer to response to comments 41-16 to 41-23 concerning wildlife populations and IDF&G plans.

The soils and economic discussions have been expanded for the final EIS.

Letter Number 42

Department of Energy
Bonneville Power Administration
P.O. Box 3621
Portland, Oregon 97208

AUG 08 1984

In reply refer to: SJ

Mr. Ervin Cowley, Project Manager
Shoshone District
Bureau of Land Management
P.O. Box 2 B
Shoshone, ID 83352

Dear Mr. Cowley:

We have reviewed the Monument Resource Management Plan and Draft Environmental Impact Statement (EIS). The following comments on the EIS address concerns in two areas: (1) the need for up-to-date information on utility transmission corridors, and (2) the need for protection of utility land use rights during land transfers.

Existing and Future Corridor Needs

42-1 Concerning existing transmission system corridors, the map in the EIS appears incomplete. Map 12 should be updated to show all utility corridors (34.5 kV and above) in the resource planning area. We have enclosed a map (map 1) which illustrates the Bonneville Power Administration (BPA) and utility transmission systems in the area.

BPA has no immediate plans for new facilities in the area. The proposal to reinforce the Heyburn-Haymill area in 1985, identified in our comments on the Cassia Resource Management Plan Draft EIS, has been rescheduled into the 1990's. This proposal would involve removal and reconstruction of the Heyburn to Haymill portion of Rupert-Heyburn 34.5-kV line with a new 138-kV double circuit line (see map 2, enclosed).

The draft EIS does a good job of recognizing the potential for future transmission system corridors identified by the Western Utility Group in their Western Regional Corridor study. This inventory, involving over 100 public land rights-of-way users, was completed in May 1980.

For your information, we have enclosed a copy of the May 1984 Intertie Corridor Evaluation Report. This preliminary routing and environmental issues document is the product of an intensive 5-month study by a work group of utilities and agencies from Montana, Idaho, Oregon, Nevada, and California. Inland Intertie Plan 4A identifies one potential corridor that could affect the resource planning area. This is the corridor from Midpoint to Garrison.
It is also shown on map 1, enclosed. The final EIS should make note of this
42-2 corridor and its proximity (6-8 miles) to the Great Rift Lava Wilderness study
area. Plans for the Inland Intertie at this time are speculative; however,
the corridors identified should still be considered in future utility land use
planning.

Utility Land Use Rights

Utilities and agencies affected by land transfers which involve utility rights-of-way should be notified and involved in the land negotiations. It is important that they be involved not only to protect land rights but also to insure that new uses are compatible.

We appreciate the opportunity to comment on the draft EIS. If you need further information, please contact Wes Kvarsten, Director, Division of Land Resources, at FTS 429-4683 (503-230-4683).

Sincerely,

Anthony R. Morrell

Anthony R. Morrell
Environmental Manager

Enclosures:
2 maps
Intertie Corridor Evalutaion Report

Response to Letter Number 42

42-1 In general, rights-of-way have not been identified as an issue and are usually non-controversial. Except for an occasional spur or short crossing of public land, existing 34.5 kv powerlines are confined to private lands. Therefore, they are not shown.

42-2 The text has been changed to make note of the Inland Intertie proposal on page 3-18 of the final EIS.

Letter Number 43

STATE OF IDAHO
DEPARTMENT OF HEALTH
AND WELFARE

DIVISION OF ENVIRONMENT
Statehouse
Boise, Idaho 83720

August 9, 1984

Charles J. Haszier
Bureau of Land Management
Shoshone District
P.O. Box 2B
Shoshone, ID 83352

Dear Mr. Haszier:

Staff from the Idaho Department of Health and Welfare - Division of Environment (IDHW-DOE) have reviewed the Draft Environmental Impact Statement (DEIS) for the Monument Resource Management Plan. Our comments follow.

In general, IDHW-DOE would support any alternative which maintained or improved water quality in the area. Specific points in the plan which address this concern include:

1) Fencing of portions of the Little Wood River stream bank and of isolated tracts of land to minimize water quality impacts from livestock grazing (page 2-57, all alternatives).

2) Proposals for brush control and seeding to minimize erosion (page 2-57, Alternatives B, C, and D).

3) The protection of fragile soils from erosion as addressed in Alternatives B, C, and D (page 2-59).

IDHW-DOE appreciates the opportunity to review the Draft EIS. Please keep us informed of any progress on this issue.

Sincerely,

Lee W. Stokes, Ph.D.
Administrator

LWS/SBM:kks

cc: Russ Renk, IDHW-DOE Twin Falls

EQUAL OPPORTUNITY EMPLOYER

Letter Number 44

Faulkner Land & Livestock, Inc.
ROUTE 2
GOODING, IDAHO
83330

August 7, 1984

Charles Hazier, District Manager
Bureau of Land Management
P.O. Box 2B
Shoshone, Idaho 83352

Dear Mr. Hazier,

Regarding the Draft Monument Resource Management Plan, we wish to offer the following comments:

(1) We would suggest that all rangé lands that have a prior history of burning be seeded to crested or hi-crested wheat. This would save taxpayer dollars spent on fire control and would also improve range conditions.

(2) We feel that Carey Act land applications presently on file for Gooding County should be very closely scrutinized according to economic feasibility. These lands are scattered and would require extensive road work, maintenance, power lines, and other services. The lands in question are mostly lava covered. The water required to put them into production should be used in other areas that offer a longer growing season and soil more conducive to farm production. There are lands available in Ada, Elmore, and Owyhee Counties that would meet these specifications. For these reasons, we feel the vast majority of these applications should be turned down.

Thank you for your consideration of these concerns.

Sincerely,

John Faulkner

John Faulkner, President
Faulkner Land and Livestock

Letter Number 45

COMMITTEE FOR IDAHO'S
HIGH DESERT
P.O. Box 732 Mountain Home, Idaho 83647

August 6, 1984

Mr. Ervin Cowley, Project Manager
Monument Resource Management Plan
Shoshone District BLM
P. O. Box 2B
Shoshone, Idaho 83352

Dear Mr. Cowley:

The Committee For Idaho's High Desert offers the following comments on the Monument Resource Management Plan, Environmental Impact Statement:

1) CIHD endorses ACEC designation for the Substation Tract, Silver Sage Playa, Vinyard Creek, and Box Canyon-Blueheart Springs.

2) In addition, CIHD nominates the GOOD condition grasslands of Laidlaw Park, Little Park, and those along the northern and western edges of the Wapi flow as Areas of Critical Environmental Concern. Good condition grasslands survive on only 2% of the Resource Area. CIHD is convinced that these good condition grasslands will be lost as ecological benchmarks unless they are protected as ACEC's. CIHD also nominates any surviving good condition or better class kapukas in the lava flows of the Monument Resource Area. The total acreage of the kapukas is very small, and they are inconsequential for livestock forage.

3) CIHD opposes any livestock watering pipelines within Laidlaw Park. Laidlaw Park represents the largest area of good condition grassland in the Resource Area. We would not like to see these good grasslands sacrificed for marginal increases in livestock forage production within Laidlaw Park. Nor should they be sacrificed as a result of any grazing distribution schemes involving adjacent areas or allotments.

4) CIHD would like to see proposals for eradicating the cheatgrass area in Little Park, which is located in an otherwise good condition grassland. Little Park is isolated by lava flows and would appear to be a good candidate for rehabilitation attempts.

5) CIHD opposes any extensive vegetative manipulation in Laidlaw
Park. Brush control should be designed to benefit wildlife--especially
pronghorns and mule deer--equally with livestock. A program to verify
wildlife benefits from manipulations should be established. We would
like documentation by expert opinion (i.e., wildlife biologists) that
45-1 brush removal of more than 15% of Laidlaw Park would be beneficial to
browsing wildlife.

-2-

6) CIHD is amazed that the BLM can propose a 48% increase in grazing forage allocation over actual use, when 70% of the Resource Area is in poor condition and only 8% is even in fair condition. 79% of the Resource Area is stable in this abominable condition or is in a downward trend. The BLM's proposal, and all alternatives except Alternative D and D_1 would lock-in the present sorry state of the range for twenty years. Once again the BLM has failed to deal with the cause of the destruction of the public grasslands: livestock grazing. CIHD urges the adoption of Alternative D, although we do not think that it adequately addresses the fundamental problem of destruction of public grasslands by domestic livestock. If the BLM were actually carrying out its multiple use directive, Alternative D_1, the no grazing alternative, would contain economically sensible alternatives to grazing. These might be developed around outdoor recreation, tourism, wildlife ranching, agricultural production of native grasses and forbs, outright public purchase of forage allotments, economic redevelopment in surrounding ranching based communities, or other alternatives.

7) If livestock grazing must continue, then CIHD urges that 50% of all Range Improvement Funds be used to enhance wildlife habitat as provided under Section 401(b) of the Federal Land Policy and Management Act of 1976. CIHD urges that Range Improvment Funds be used to purchase or create wildlife habitat, especially critical winter range.

8) CIHD opposes the widespread transfer of lands from public ownership in the Monument RA. All wildlife habitat losses from transfers should be mitigated at the pre-grazing level of habitat value for the transfered parcel.

45-2 9) CIHD urges that the Final EIS contain specific proposals for reducing soil erosion to pre-grazing levels. Range Improvement Funds should be used for any structures, seedings, road improvements, etc. that would be required to achieve control of soil erosion. Specific proposals for control of severe erosion should be provided.

45-3 10) Monitoring trigger levels for declines for pronghorn and mule deer in the proposed Habitat Management Plans are unacceptable. 30% to 50% declines are truly frightening considering that the declines might be a result of irreversible BLM policies, i.e. critical winter range land sales, brush removal, major range developments. 10% declines should be sufficient to trigger remedial actions. Wildlife population declines should be stabilized by increasing wildlife forage allocation on the public lands. Forage allocation to livestock should not continue to be the destabilizing factor in wildlife populations.

45-4 11) Estimates should be made of the pre-grazing wildlife population in the Resource Area. Proposals should be included in the Final EIS for restoring wildlife to pre-grazing levels. In the absence of other documentation, CIHD must conclude that the present forage in the RA would support approximately 78,333 pronghorns and perhaps 51,250 mule deer:

$$\frac{\text{approximately 100,000 AUM's in RA}}{\text{12 months}} = \text{8,333 Animal Units (cow)}$$

$$\text{8,333 AU} \times \frac{\text{9.4 Antelope*}}{\text{AU}} = \text{78,333 Antelope}$$

$$\text{8,333 AU} \times \frac{\text{6.15 Mule Deer*}}{\text{AU}} = \text{51,250 mule deer}$$

* Data from page 8-2 of the Bruneau-Kuna Grazing Draft EIS, Boise BLM, 1982

As the Monument RMP lists a population of only 615 antelope within the RA--less than eight tenths of one percent of the wildlife potential based on the available forage--CIHD must conclude that wildlife are excluded from reasonable multiple use considerations. This would appear to be a violation of Section 401(b) of the Federal Land Policy and Management Act of 1976.

45-5 12) The Pronghorn Winter Range appears to include only about 30% of the actual critical winter range. CIHD must demand that the Final EIS document how the pronghorn populations can be stabilized with potential loss of 70% of their critical winter range.

45-6 13) The RMP should contain site specific, dollar specific, and date of completion information for fenced campgrounds and trailheads within the RA. Specific budget allocations should be included in the Final RMP for personnel required to administer outdoor recreation programs. Consistency with the Idaho State Comprehensive Outdoor Recreation Plan (SCORP) 1983 version should be verified. SCORP indicates that 795 campsites are required for Lincoln and Minidoka counties in the next twenty years.

45-7 14) Sage grouse have declined dramatically in Idaho over the last several decades. The Final EIS should offer proposals for restoring sage grouse to pre-grazing, pre-agricultural levels within the RA.

15) CIHD specifically endorses Wilderness designation for Sand Butte WSA Raven's Eye WSA, Bear Den WSA, Shale Butte WSA, Little Deer WSA, and Shoshone WSA. CIHD would like a proposal for a closure of the way that divides Raven's Eye and Sand Butte. Alternatives exist south of Sand Butte WSA.

16) Sand Butte posesses excellent biological diversity in its grassland and must be preserved. Likewise the diversity and isolation of the grasslands south and east of Broken Top Butte in Raven's Eye provide outstanding wilderness values that must be protected.

45-8 17) The Final EIS must contain benefit/cost analysis of proposed grazing projects. These figures should be separated and compared to the benefit/cost of recreation-wildlife-soils-watersheds. Benefit/cost figures should separate Range Improvement Funds from Congressionally appropriated funds.

Respectfully submitted,
Randall E. Morris, Chairman
Committee For Idaho's High Desert

Response to Letter Number 45

45-1 Laidlaw Park is nearly covered with sagebrush, which is not the limiting factor for wildlife. In fact, browsing big game species are not common in Laidlaw Park and, thus, we are managing far more with sage grouse in mind. Sage grouse habitat in Laidlaw Park is excellent from a brush standpoint. However, there is a shortage of forbs and a lack of cover type diversity. By removing a reasonable proportion of the brush, especially with prescribed burning, we will increase forb production which will benefit sage grouse and big game. Importantly, this will also reduce the chances of a major conflagration in the future. The diversity and maturity of sagebrush is now setting the stage for a major wildfire that could conceivably wipe out nearly all the brush in Laidlaw Park in one or two days.

45-2 Reducing soil erosion rates to pre-grazing levels is not feasible. Simply removing livestock from the land would not accomplish this goal. The increase in fire size due to increased fuel load would offset most of the beneficial effects. Halting all human activity to prevent surface disturbance and reduce the incidence of man-caused fires would help. This would include closing all desert roads to public access, prohibiting ORV use, severely limiting other recreational access, and prohibiting Union Pacific Railroad from using their tracks during fire-prone periods. This does not seem reasonable. Re-establishment of perennial vegetation would help, but the difficulty of replacing cheatgrass and the cheatgrass/fire ecological interrelationship has been documented in the text of the final (pages 3-12 and 3-13) and in the response to comment 41-7.

45-3 See response to comment 21-2.

45-4 Estimates of the pre-grazing wildlife populations are now irrelevent for many species because the loss of habitat to agriculture and urbanization has had a far greater impact on major species than has grazing. Also, the invasion of cheatgrass and the increased frequency of wildfire is far more important to today's populations than grazing. We do not believe that forage availability is the limiting factor for big game (pp. 3-3 and 3-4 in the draft RMP/EIS).

45-5 The "critical" winter range data referred to is apparently that from 1983-1984 collected by IDF&G. The draft was completed before these data were collected, but we do realize where the "last resort" winter range for mule deer and pronghorn is (p. 3-7 in the draft RMP/EIS). The area identified as Pronghorn Winter Range HMP on Map 15 includes the portions of the pronghorn winter range under BLM administration where our actions can actually benefit wintering antelope. See response to comment 36-5.

The 70 percent loss of critical winter range stated in the letter is not accurate. In Alternative C, if all tracts available for transfer are transferred, only a small fraction of critical winter range would be lost (e.g., less than 5 percent).

45-6 See response to comment 41-2.

45-7 The major cause of sage grouse decline is loss of sagebrush and forbs to the wildfire-cheatgrass complex. Cheatgrass control projects, fire suppression, seedings which include forbs, prescribed burns in Laidlaw Park, and HMP development are all designed to improve grouse habitat. With major funding, an unlikely event, it may be possible to improve habitat over significant acreage that is now totally without value for sage grouse. But the ecological stability of cheatgrass is very difficult to combat.

It also appears that sage grouse have a 10-year population cycle. The peak in 1980-1981 was relatively low and went unnoticed by most people. Thus, we have the appearance of low numbers since the last noticeable peak in 1970. We expect numbers to rebound beginning in 1985-1987, and peak again around 1990.

45-8 Bureau policy requires that benefit/cost analyses be prepared, on an allotment basis, for range improvements prior to adoption of a final land use plan and publication of the range program summary. Benefit/cost analysis is also done prior to funding of projects in the annual budget.

At this point, it is not known how much of the funds for range improvements will come from appropriations and how much from the range improvement fund. It is assumed, given current funding levels, that nearly all such funds will come from the range improvement fund.

Letter Number 46

SIERRA CLUB
Toiyabe Chapter — Nevada and Eastern California

August 8, 1984

Ervin Cowley, Proj. Manager
Monument RMP
BLM/Shoshone District
PO Box 2B
Shoshone, ID 83352

Dear Manager Cowley,

On behalf of the Public Lands Committee of the Toiyabe Chapter of the Sierra Club, I would like to submit the following comments on the Monument RMP.

The Toiyabe Chapter, which has over 2,000 members in Nevada and Eastern California, many of whom use the public lands in the Monument RA, support Alternative D over the other alternatives. We also support wilderness designation for Sand Butte WSA, Raven's Eye WSA, Bear Den Butte WSA, Shale Butte WSA, Little Deer WSA and Shoshone WSA and ACEC designation for the Substation Tract, Silver Sage Playa, Vinyard Creek, and Box Canyon-Bluehart Springs. Many of the areas contain rare and endangered species, pristine vegetation conditions, notable biological diversity, as well as scenic beauty and outstanding opportunities for primitive recreation and solitude.

The Monument RMP was disappointing, on the whole, as the proposal to substantially increase livestock grazing by expensive range improvements for livestock ignores the critical problems of current overgrazing and poor range condition, massive and continual soil erosion, as well as continuing deterioration of wildlife habitat and lack of BLM recreational facilities on Monument's public lands.

The range of alternatives is very poor, with BLM emphasis given to increasing livestock numbers. The Toiyabe Chapter supports an alternative which will restore big game wildlife and sage grouse levels to pre-grazing levels. We oppose the sale of any antelope or deer winter or summer range. Range improvement funds should be used to create and replace winter range destroyed by grazing and wildfires. We oppose any pipelines in Laidlow Park, until all multiple use interest groups accept BLM assurance that any new grazing will be properly managed and wildlife concerns will be met. We are surprised that BLM would propose introducing grazing in one of the few areas in the District that is still in good condition. No brush removal by herbicides should occur without an EIS or EA with worst case analysis. More attention should be given to developing recreation facilities on the public lands, in line with the Idaho SCORP guidelines. Soil erosion levels are totally unacceptable. Work on reducing soil erosion to pre-grazing levels.

46-1 The final EIS should contain cost/benefit analyses of proposed spending. The economic analysis of non-commodity uses (recreation/wildlife/soils/watershed) should be kept separate from grazing costs and benefits. We suspect that the revenues from hunting and other recreational uses of the Monument RA far exceed any income derived from livestock grazing, while the cost ratio between the two uses is reversed.

Thank you for considering our comments.

Sincerely,

Rose Strickland

Rose Strickland, Chair
Public Lands Committee of the Toiyabe Chapter

Response to Letter Number 46

46-1 See response to comment 45-8.

Letter Number 47

Tenneco Minerals
A Tenneco Company

TENNECO

300 Union Boulevard
P.O. Box 27F
Lakewood, Colorado 80227
(303) 987-6200

August 7, 1984

Ervin Crowley, Project Manager
Bureau of Land Management
P.O. Box 2B
Shoshone, Idaho 83352

Dear Mr. Crowley:

This letter is written on behalf of Tenneco Minerals Exploration Company to comment on the draft environmental impact statement and resource management plan for the Monument area, south central Idaho.

We support the BLM preferred alternative plan, under which areas of known mineral potential are recognized and retained for their mineral value.

We wish to stress, however, that the effect of land use planning on mineral and energy resources should be considered over the long term-decades to scores of years. As new technologies are developed, mineral and energy commodities, once non-producible, will become useable resources. Because the time lag between exploration, discovery, and development can be very long, it is important that access and exploration be regulated, but not restricted.

The same processes that caused the recent basalt eruptions make this a region of high heat flow with potential for geothermal energy resources. There is also untested potential for oil and gas reserves beneath the basalts. The subsurface geology of the area is relatively unknown, and a true estimate of buried mineral/petroleum wealth cannot be made at this time.

In light of this untested potential and the inevitable future need for energy resources, we favor a management plan that places minimal restrictions on leasing, exploration and production of mineral and energy resources.

We thank you for the opportunity to comment on this resource management plan.

Sincerely,

TENNECO MINERALS COMPANY

Cynthia Cunningham

Cynthia Cunningham
Project Geologist

CC/rf

Letter Number 48

4730 Wildrye Dr.
Boise, ID 83703
August 8, 1984

Mr. Charles Haszier,
District Manager
Shoshone District Office
Bureau of Land Management
P.O. Box 2B
Shoshone, Idaho 83352
ATTN: Ervin Cowley

Dear Mr. Haszier:

I would like to offer the following comments on the proposed Monument Resource Plan. Please include these comments in the final EIS for the RMP.

GENERAL COMMENTS

In general, I found the document well-written and easy to understand. The wilderness and wildlife sections were particularly well-written. The maps were also good, although I don't agree with the classifications on them in certain areas. 48-1 For example, the Map 11 (Present Vegetation) shows none of the Sand Butte WSA in a natural condition, yet I have seen significant areas of native grasslands within the WSA (a similar problem exists for the Raven's Eye WSA). There appears to be a contradiction between the text and the map in this regard, as well.

48-2 Nowhere in the text did I find a mention of sensitive, threatened, or endangered plant species. Because of the unusual soil conditions which exist within the RA, there is a high likelihood that at a minimum, plants on the State Watch List (the "red book" prepared by the Idaho Natural Areas Coordinating Council) occur on public lands within the RMP area. This needs to be addressed in the final EIS.

SPECIFIC COMMENTS

Wilderness

48-3 In general, the wilderness section is well-written, and adequately summarizes the resource values of the WSAs. However, the rationale for recommending as non-suitable Bear Den Butte, Little Deer, and Shale Butte is weak. There are virtually no resource conflicts between wilderness designation and other uses for these areas. Also, recreation is not the only value which wilderness designation will protect; I disagree with the rationale that simply because an area is not outstanding for recreation, it should not receive wilderness designation. Wilderness designation will enhance a number of natural resource values, including wildlife habitat, protection of examples of native plant communities, unusual geological formations, and others. A stronger rationale for non-wilderness recommendations

48-3 Cont. needs to be included in the final EIS.

Sand Butte

I strongly concur with the BLM's recommendation to designate Sand Butte as wilderness. This is an outstanding area, with sweeping vistas and rolling, broken terrain. As I indicated earlier, there is a deiscrepancy between what I have seen in the WSA and what is shown on the resource map in terms of vegetation. One of the strongest rationales for protecting the area, in my mind, is the high quality of the native sagebrush grasslands found in the unit. It is a very worthy and important addition to the National Wilderness Preservation System.

Raven's Eye

I strongly support your proposed wilderness recommendation for the Raven's Eye WSA. This is a rugged, varied area which provides excellent opportunities for primitive recreation. Again, it will add to the strength of the NWPS.

Bear Den Butte

I strongly disagree with your proposed non-suitable wilderness recommendation for Bear Den Butte. The WSA has some exceptional scenic values, and is a natural part of the Great Rift ecosystem (the low-standard road separating it from the rest of the Great Rift is not a major imprint on the area, nor does it diminish the feeling of solitude and vastness felt within the WSA looking east). Wilderness designation for Bear Den Butte will protect some of the only quality areas of Three-tip sagebrush-native bunchgrass, Basin big sage-native bunchgrass, and Wyoming big sage-native bunchgrass in the District. Wilderness designation will protect mule deer and pronghorn antelope habitat, as well as habitat for ferruginous hawk, Swainson's hawk, and other raptors, and many non-game wildlife species as well (much of the habitat for these species will be significantly diminished under the proposed action). Given the importance of preserving the small remnants of the native grassland communities left in the High Desert, and the lack of resource conflicts between wilderness and other uses for the WSA, I strongly urge you to reconsider your recommendation for Bear Den Butte. As I indicated above, I find the rationale that an area should not be recommended suitable for wilderness protection simply because of the difficulty of hiking on the aa to be unacceptable. It is completely unacceptable for this WSA, which is 41% grassland and has high ecological value.

Little Deer

Many of the same arguments which apply to Bear Den Butte apply to Little Deer as well. There are valuable, and limited, Three-tip sagebrush-native bunchgrass communities in the northeastern part of the WSA, which wilderness designation would protect. Again, the lack of ease in recreation use of the area does not justify a non-wilderness recommendation for the area.

Shale Butte and Shoshone

I support wilderness designation for these areas.

Wildlife

48-4 I believe that the wildlife reductions allowed under the proposed action are far too high, and should be reduced. The "trigger points" for both mule deer and pronghorn are completely unacceptable. The populations left in the RA are far too small to allow a 30-50% reduction in population under any circumstances. The FEIS should establish more reasonable levels, such as a maximum population reduction of 5-10% before substantial steps are taken to prevent further decline (i.e., delay or cancellation of proposed land sales in critical winter range, cancellation of brush control projects in winter range, etc.).

48-5 The population goals for big game species are too low. How was the determination of what winter range to include in the pronghorn and mule deer HMPs made? How were the final big game population goals selected? How were the population threshold triggers selected? A much higher portion of winter range must be included in the HMP to make it meaningful. The FEIS should include a plan to increase pronghorn and mule deer populations above the tiny remnants which survive today. Plantings of bitterbrush and other browse species and rehabilitation of critical ranges should be included in the final plan. Similar goals and actions should be proposed for mule deer.

48-6 What is the rationale for the "Unknown population increases would be expected" statement for Swainson's hawk under all alternatives? In particular, how would this occur when the hawk's habitat is being converted to agriculture and other uses through the land disposal programs of each alternative (especially alternatives A and B)?

48-7 A fish species which is considered sensitive by the American Fisheries Society is the Wood River sculpin (*Cottus leiopomus*), a fish endemic to the Wood River system. The final EIS should include at least an updated status on this species, as well as a monitoring plan to determine if it is in danger of being classified as "threatened" or "endangered". Fencing of critical habitat areas should also be discussed.

48-8 The discussion of riparian areas is difficult to follow, and does not give the reader an adequate overall picture of the riparian resources and planned protection of riparian areas in the RA. How many miles of riparian area are there? How many miles of potential riparian habitat are there (areas which

48-8 Cont. originally supported riparian communities, but which no longer can as a result of overgrazing, etc.)? How many playas or intermittent lakes? How many have already been fenced, etc.? What is the condition, in miles, of riparian areas in the RA? What kinds of fisheries does the RA support? What is the expected condition, in miles, of each riparian condition class under each of the alternatives? What riparian restoration goals were established (by condition class) for the RMP, and how were they selected? Are there any sensitive or proposed threatened or endangered plants in playas, along the sandy bluff areas along the Snake River, or on other specialized riparian habitats?

Special Designations

I strongly support your proposed designation of the Substation Tract, Vineyard Creek, and Box Canyon/Blueheart Springs as Areas of Critical Environmental Concern. These are all outstanding areas, deserving of ACEC management emphasis. I would further urge that all three be also designated as Research Natural Areas as well. This would place management of these areas in conformance with international, interagency guidelines for exceptional areas of high scientific value, and enhance their value for education and research. 48-9 If an area is given ACEC status, does that remove it from possible future land disposal or transfer? If so, this ought to be included in the FEIS.

I was disappointed by your recommendation not to designate the Silver Sage Playa tract as an ACEC. Even though other examples of this community exist elsewhere in southern Idaho, ther are very few high-quality examples to be found, and none are currently protected. Given the status of the BLM planning cycles for those areas with suitable potential for RNA or ACEC representation of this community, it apears unlikely that any of this habitat will be given ACEC protection within the next 15-20 years. Hence, the significance of protecting the Silver Sage Playa site is much greater. 48-10 Have any rare plant inventories been conducted on the site? Given the very small acreage involved (only 10 acres) and the complete lack of conflict with other use, the FEIS must include a stronger justification for not designatine the area as an ACEC.

I support designation of the Little Wood River SRMA. However, I believe it's size should be increased to 3,061 acres. Again, the benefits for expanding the SRMA far exceed the opportunity costs of doing so.

I strongly support the Sand Butte ORV closure (L3). I still have not been able to see, on the ground, the tracks which led to this area being deleted from the original Sand Butte WSA, and the thought of having a peninsula of non-wilderness land adversely impact the high wilderness quality of the remainder of the WSA has been a constant frustration. I am pleased that you are managing the area in a manner consistent with the wilderness and other natural resource values which it supports.

I support the other special designations proposed, including establishment of the Dry Cataracts National Natural Landmark, protection for the Devil's Corral, and the Snake River Rim recreation management area.

Livestock

This was the most difficult section of the DEIS to understand, particularly because the site-specific projects and the impacts of those projects was not spelled out. It was difficult to tell from the maps how extensive proposed range development projects were, and timelines for the projects. From the information given, I would like to make the following comments:

1) I *oppose* all the brush control and pipeline projects within the Great Rift WSA in allotment 1206. To recommend developments in this area prior to Congressional consideration of the WSA is inappropriate. In addition, the grassland fringe around the Rift is one of its most significant ecological and wildlife values. Given the importance of maintaining the integrity of the ecosystem and protecting the remaining good-quality wildlife habitat in the RA, I oppose range developments in this area.

2) I oppose the new road proposed within the Sand Butte WSA in allotment 711. I believe this will adversely impact the wilderness values of the area, as well as opening up good wildlife habitat to increased use by cattle.

3) I believe the extensive development program proposed for Laidlaw Butte is unacceptable. This area has the great majority of good-quality wildlife habitat left in the RA; to destroy it for marginal increases in cattle numbers is unacceptable. 48-11 The impacts of greatly increasing livestock grazing on the best remaining native vegetation in the RA should be fully assessed in the FEIS, including impacts on deer and pronghorn winter and spring/fall range, fawning areas, reproductive success, sage grouse populations, ecological diversity, and similar concerns.

48-12 The FEIS needs to include a full benefit-cost analysis of the proposed range development program. Overall, I support Alternative D, which I think best maintains the land in a sustained-yield manner. Thank you for this opportunity to comment.

Sincerely,

Bruce R. Boccard

Bruce R. Boccard

Response to Letter Number 48

48-1 Although the text of Appendix F in the draft RMP/EIS states the vegetation of the Sand Butte WSA includes "Large stands of native grasses in good condition...," these areas do not qualify as good ecological condition using the methodology described in Appendix D, page D-10. Areas in the Sand Butte and Raven's Eye WSAs that support significant amounts of native grasses also support high proportions of cheatgrass and other exotic species such as goatsbeard and China lettuce. Two rabbitbrush species are also present and they add very little to the ecological condition rating. These areas are grouped into the same broad vegetation types as occur on surrounding areas on Map 11. However, on Map 10, Ecological and Seeded Condition, portions of the Sand Butte and Raven's Eye WSAs are shown in fair ecological condition.

48-2 A discussion on threatened and endangered plant species is located on page 3-12 of the draft RMP/EIS. Headings have been added and the most recent publication of the Rare and Endangered Plants Technical Committee was cited for the final EIS. Also see the response to comment 15-6.

48-3 The analysis and rationale for the wilderness suitability recommendations will be more detailed in the final Wilderness EIS for the Monument Planning Area.

48-4 See response to comment 21-2.

48-5 We believe the population goals for big game are realistic. Given the continual loss of brush to the wildfire-cheatgrass problem, it will be difficult to maintain population levels, let alone increase them.

The winter ranges shown on Map 15 for HMP development are defined by known winter distribution since data were collected. These boundaries are approximate. Data from winter 1983-1984 and 1984-1985 will be incorporated before the HMPs are drafted. We will work closely with IDF&G on habitat improvements.

Methodology for wildlife is described on page C-6. Threshold "triggers" were set by professional judgment. See response to comment 21-2.

Rehabilitation of winter ranges will be a high priority in the HMP area for both pronghorn and mule deer. Brush plantings and fire breaks will be specific objectives.

48-6 We believe Swainson's hawks are currently limited in the planning area by a shortage of nest sites. We will provide artificial nest structures and plant trees for natural nest sites. We expect some of these sites to be occupied by Swainson's hawks but cannot predict how many. Competition will exist for sites between Swainson's and red-tailed hawks, ravens, and perhaps, other species. The number of structures we can provide is determined by funding, which has been very limited for wildlife resources.

Swainson's hawks prefer agricultural land for hunting once crops have been removed because of the high prey base. Development of agriculture has probably benefited this species where nest sites are available and human disturbance is limited.

48-7 The Wood River sculpin is not known to occur in waters adjacent to public land in the planning area. If it is observed in the future, management actions will be taken to protect or enhance its habitat.

48-8 Riparian habitat is assessed on page 3-8 of the draft RMP/EIS. Basically, there isn't much more to say. Riparian habitat is scarce in the planning area and most of it is already adequately protected. The condition of riparian habitat along the Little Wood River varies between fair and excellent, and all fenced areas are steadily improving. The only major fishery in the planning area, also in the Little Wood River, is already good to excellent and is improving with riparian habitat.

Riparian habitat along Vineyard Creek is also in excellent condition and is protected by the natural inaccessibility of the creek area. This area is proposed as an ACEC to help protect the riparian zone and the unique fishery.

There are numerous playas in the planning area. One has willows and does not require further protection. The others are without woody vegetation and probably would not support it under any conditions because of late summer loss of water.

There are no known threatened and endangered or candidate plant species in any of the riparian areas.

48-9 While an ACEC designation does not specifically remove the possibility that a tract could be reconsidered in future planning for transfer from public ownership, it would tend to make such an action unlikely. We would not recommend an area for special management priority if we thought it would someday be transferred.

48-10 No formal rare plant inventories have been conducted on this site. However, range conservationists have inspected the area and discovered no rare or uncommon plants.

The rationale about non-designation of the area for ACEC status has been expanded in the proposed Monument RMP on page 53.

48-11 The proposals for developing water sources in Laidlaw Park are proposed to decrease costs for hauling water that presently support grazing in the north end of the park. They would not increase grazing in the good condition areas. The brush control in Laidlaw Park would benefit sage grouse and big game (see response to comment 45-1). Seeding would be done only in areas with an understory predominanty of cheatgrass. A mixture of perennial grasses and forbs would be superior to cheatgrass for nearly all wildlife species.

48-12 See response to comment 45-8.

Letter Number 49
August 9, 1984

Monument RMP

Charles Haszier, Manager
Shoshone District BLM
P. O. Box 2
Shoshone, Idaho 83352

Dear Mr. Haszier;

Your proposad Monument Resource Management Plan places too much emphasis on livestock and not enough on habitat, wildlife, and recreation. You should instead adopt Alternative D, which would reduce grazing by 39% and would reduce soil erosion rates, improve the vegetation and habitat for wildlife, and improve recraational opportunities.

Overgrazing has already damaged the soil and vegetation in the Monument RMA. It needs less livestock, not more.

1. Range improvement funda should be used to replace and create winter range for deer and antelope; range that has been destroyed by grazing, and by cheatgrass.
2. You should not build any more water pipelines, especially not into the areas of remaining good vegetation. Those areas should not be loaded up with more livestock, but should be retained for wildlife. The water pipelines are an expensive subsidy to the cattle graziers, and usually damage wildlife habitat.
3. Any brush removal should be done for the benefit of wildlife, if necessary, and not for cattle.
4. Allowing 30% decrease in antelope and deer populations on winter and summer ranges is outrageous. You should try to improve the ranges to allow a return toward pre-grazing levels for those species.
5. Soil erosion rates should be reduced; a goal would be pre-grazing levels.
6. Preserving natural diversity is paramount. Please reoommend wilderness designation for the following WSA's: Bear Den Butte, Raven's Eye, Sand Butte, Little Deer, Shoshone, and Shale Butte.
7. I support your proposals for the following ACEC's: Box Canyon-Bluehart Springs, Substation Tract, Vingard Creek, and Silver Sage Playa.
8. The final EIS should include B/C analyses, and they ahould show grazing analyses separate from the analyses for non-commodity resources. 49-1
9. Don't sell any of this public land. It is most valuable retained(and improved) for wildlife habitat.

Sincerely, Jerry Jayne
Jerry Jayne
1568 Lola St.
Idaho Falls, Id. 83402

Response to Letter Number 49

49-1 See response to comment 45-8.

Letter Number 50

IDAHO STATE HISTORICAL SOCIETY
610 NORTH JULIA DAVIS DRIVE BOISE 83702

August 9, 1984

Mr. Charles J. Haszier
District Manager
Bureau of Land Management
Shoshone District
P.O. Box 2B
Shoshone, Idaho 83352

Dear Mr. Haszier:

Thank you for forwarding a copy of the draft Monument Resource Management Plan/Environmental Impact Statement to our office for review and comment.

Our comments regarding references to cultural resources are limited at this time. However, we will be looking forward to receiving the cultural resource management plans referred to in the RMP/EIS so that we may review and comment on them in more detail.

Sincerely,

Tom Green

Thomas J. Green
State Archaeologist
State Historic Preservation Office

TJG/bhd

Letter Number 51

Rocky Mountain Oil & Gas Association, Inc.

345 PETROLEUM BUILDING • DENVER, COLORADO 80202
303/534-8261

August 9, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P. O. Box 2B
Shoshone, ID 83352

Dear Mr. Cowley:

I am writing on behalf of the Rocky Mountain Oil and Gas Association (RMOGA) regarding the Draft Resource Management Plan (RMP) and Environmental Impact Statement (DEIS) for the Monument and Bennett Hills planning area, Shoshone District, Idaho. RMOGA is a trade association whose hundreds of members account for more than 90% of the oil and gas exploration and production activity in the eight-state region it serves.

We support the Production Alternative, Alternative B. According to the Draft RMP/EIS, the Preferred Alternative, Alternative C, would leave open for leasing all of the highest potential areas for oil, gas and geothermal resources, as determined by the BLM. However, we would like to make the following comments for your consideration.

51-1 We feel the RMP/DEIS fails to thoroughly address the issue of energy resource potential, other than to rate it low within existing Wilderness Study Areas (WSA's). It is important to note, however, that there has been little or no exploration activity in these areas, and that a low rating cannot be assumed merely because exploration data is not available.

-1-

An area's subsurface resources are potentially as important as an area's surface resources. We believe that an area's mineral resources should be explored prior to making decisions regarding management of the land, especially wilderness recommendations. We believe areas of high geologic favorability should remain open to exploration and development, but unless some exploration is allowed to take place, the geologic favorability of an area may never be known. We encourage the BLM to leave open these unknown geologic areas to exploration so that needed data can be accumulated in order to make sound wilderness decisions.

Another factor which should be taken into consideration in determining what type of land management is best for these areas, is that a wilderness designation is not the only way an area's surface resources can be protected from harm. Existing statutes, including the National Environmental Policy Act, Federal Land Policy and Management Act, National Forest Management Act, Clean Air Act, Endangered Species Act, and National Historic Preservation Act, provide superlative protection for all our nation's environmental resources.

In addition, the oil and gas industry has proven that our operations are entirely compatible with sensitive environmental values. Operational techniques minimize the area and amount of disturbance; and rehabilitation capabilities have reached such a level of competence that the impacts of oil and gas operations are virtually, if not entirely, unnoticeable, and in all cases only temporary.

We note that all of the alternatives would restrict oil, gas and geothermal exploration if the recommended acreage were designated as wilderness, and surface occupancy would be restricted in areas of geologic interest and Areas of Critical Environmental Concern (ACECs). Because of the availability of lease and operating stipulations and restrictions, we do not believe lands must be placed in such restrictive classifications to protect specific resources.

Lastly, areas of moderate to high potential for deposits of oil, gas or geothermal resources should remain open to exploration and production with a minimum of restrictions. The BLM should develop land use allocations which will be compatible with possible exploration for and development of these resources.

We encourage your consideration of these comments prior to completion of the final RMP/EIS. Thank you for the opportunity to express our views.

Sincerely,

Alice I. Frell
Public Lands Director

AIF:cw

Response to Letter Number 51

51-1 The BLM has no way of establishing energy mineral potential for areas being considered in the planning process other than througb the geologic literature and well data or geophysical data generally available to the public. Input from private industry on mineral potential of areas of interst would allow the mineral specialist to demonstrate a level of potential based on real evidence.

TABLE 5-1

LIST OF PREPARERS

Name Present Position	RMP/EIS Responsibility	Education	Experience
Michael Boltz Range Conservationist	Livestock Forage and Rangeland Management	B.S. Wildlife Biology M.S. Forest and Range Mgmt. Washington State University	3 years Research Biologist-WSU, 1 year Wildlife Biologist-SCS, 4 years Range Conservationist-BLM
Harold Brown District Realty Specialist	Lands and Realty	B.S. General and Physical Science, Adams State College; 2 years Civil Engineering, International Correspondence School; 1 year Cadastral Surveying, various schools	5 years Cadastral Surveying/Land Surveying; 1 1/2 years Land Law Examiner, 3 years Cartographer, 8 1/2 years Realty Specialist-BLM
Joseph E. Carter Range Conservationist	Fire Ecology/Vegetation/Livestock Grazing	B.S. Range Resources, University of Idaho	4 years Range Conservationist-BLM
Robert C. Cordell Bennett Hills Area Manager	Management Direction	B.S. Range Management, University of Arizona	5 years Range Conservationist, 4 years Realty Specialist, 4 years Area Manager-BLM
Ervin R. Cowley Monument Area Manager	Project Manager/ Management Direction	B.S. Range Management, Utah State University	5 years Range Conservationist, 4 years Watershed Specialist, 2 years Planning/Environmental Coordinator, 8 years Area Manager-BLM
Lawrence L. Dee Geologist	Minerals and Energy	B.S. Geology Florida State University	15 years Oceanographer; 3 years Geologist-BLM
Stan Frazier Economist	Economics	B.S. Agricultural Economics, Oregon State University	8 years Economist-BLM
William T. Harris Soil Scientist	Soils and Watershed	B.S. Soil and Water Science, University of California-Davis	3 years Soil Scientist-SCS; 2 years Soil Scientist-State of Idaho; 2 years Soil Scientist, 4 years Soil Scientist/Watershed Specialist-BLM
Robert B. Hellie Wilderness/Recreation Specialist	Wilderness	B.S. Political Science, B.S. Outdoor Recreation, Utah State University	4 years Peace Corps Park Management, Philippines and Honduras; 7 years Recreation Specialist-BLM
John E. Husband Planning & Environmental Coordinator	Team Leader	B.S. Forestry, Purdue University	5 years Forester, 1 1/2 years Planner BLM
Jon Idso Assistant District Manager for Resources	Editing/Coordination	B.S. Recreation, University of Iowa M.A. Recreation, New Mexico University	2 years Recreation Planner-Federal Power Commission; 4 1/2 years Environmental Coordinator/EIS Review/ EIS Team Leader, 1 1/2 years Outdoor Recreation Planner, 1 1/2 years Planning Coordinator, 1 1/2 years Assistant District Manager-BLM
Richard Kodeski Outdoor Recreation Planner	Recreation/Visual Resources	A.A.S. Forestry, Paul Smith's College B.S. Outdoor Recreation, University of Wyoming	2 years Forestry Technician-USFS; 3 years Recreation Technician-USFS/BIA 1 year Park Ranger-Utah Parks and Recreation; 3 years Outdoor Recreation Planner-BLM
John C. Lytle Archaeologist	Cultural Resources	B.A. and M.A. Anthropology, University of Wyoming	2 years Coal EIS Team, 2 years Compliance Archaeologist, 4 years District Archaeologist-BLM
Carlos Mendiola Fire Management Officer	Fire Management	3 years College	13 years Fire Management, 7 years Fire Management Officer-BLM
Clarence Ouellette Visual Information Specialist	Thematic Maps	High School Diploma	23 years Imagery Interpretation Specialist-USAF; 7 years Visual Information Specialist-BLM
Derinda D. Rapp Editorial Assistant	Typist/Editor	1 1/2 years College	5 1/2 years Grazing Clerk, 1/2 year Resource Data Assistant, 1/2 year Range Technician, 1/2 year Mail and File Clerk, 3 years Editorial Clerk and Assistant-BLM
Terrell Rich Wildlife Biologist	Wildlife	B.S. Wildlife Ecology, University of Wisconsin, M.S. Zoology, Idaho State University	2 years Environmental Quality Specialist-State of Idaho; 4 years Wildlife Biologist-BLM

PART III

APPENDICES

APPENDIX A

MONITORING AND EVALUATION PLAN

Monitoring and evaluation will be conducted to determine whether the RMP decisions are being implemented, whether the objectives of the RMP are being accomplished, and whether the RMP continues to be consistent with related plans. If a variation warranting management concern is found, the reasons for the variation will be examined and corrective actions will be taken as appropriate. Chapter 1 contains a discussion of monitoring and evaluation, maintenance, amendment, and revision of a RMP.

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
RMP Decisions	Implementation of the RMP	Planning Area Wide	Managers and Specialists interviews and file searches	Various	5-year intervals	Any indication that decisions are not being implemented, objectives are not being met, or the RMP is no longer consistent with related plans. If conditions have changed and affect the entire plan or major portions, a revision may be necessary.	$ 3,000
	Accomplishment of RMP Objectives	Planning Area Wide			5-year intervals		
	Consistency with Related Plans	Planning Area Wide	Review of Related Plans		Ongoing		
Fire Management	Wildfires	Planning Area Wide	Fire Reports	Number of fires Acres burned	Annually following fire season	5 percent increase in number of fires or average acres burned over a ten-year period.	$ 500
Wildlife	Bliss Rapids Snail	Box Canyon	Census snails	Number of snails	Annually	Any decrease in the number of snails.	$ 500
	Ferruginious Hawk	Natural and artificial nest sites	Observe sites during breeding season	Number of occupied sites	Annually	Any loss of occupied sites	$ 175
	Swainson's Hawk	Natural and artificial nest sites	Observe sites during breeding season	Number of occupied sites	Annually	Any loss of occupied sites	$ 175
	Burrowing Owl	Selected natural and artificial nest sites	Observe sites during breeding season	Number of occupied sites	Annually	10 percent loss of occupied sites	$ 450

MONITORING AND EVALUATION PLAN (Cont.)

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
Wildlife (Cont.)	Shoshone Sculpin	Box Canyon/ Blueheart Springs	Observe site	Amount of water and sedimentation	Annually	Any decrease in water or increase in sedimentation	$ 200
			Census sculpin 1/	Number of sculpin	Every 3 years or as needed	Any decrease in number of sculpin	$ 500
	Ring-Necked Pheasant	Selected Isolated Tracts	Nest searches	Number of nests	Annually	20 percent decrease	$ 2,100 2/
			Transects	Number of birds	4 times yearly	20 percent decrease	2/
	Gray Partridge	Selected Isolated Tracts	Transects	Number of birds	4 times yearly	20 percent decrease	2/
	Sage Grouse	Selected trend leks	Observe leks during breeding season	Number of males	Annually	Any decrease below 1982 population levels	$ 350
		Nesting and wintering habitat	Analysis of fire reports	Acres of brush loss	Every 3 years or as needed	More acres of brush burned than planned for brush control	$ 300
			Frequency	Frequency of key forbs		20 percent decrease in key species.	
			Extensive browse method	Browse age and form class		20 percent increase in unsatisfactory browse	
	Pronghorn	Winter range	Aerial census	Number of animals	Annually	15 percent decrease	$ 0 3/
		Summer range	Aerial census	Number of animals	Annually	30 percent decrease	$ 0 3/
		Key winter range	Analysis of fire reports	Acres of brush loss	Every 3 years or as needed	More acres of brush burned than planned for brush control	$ 300
			Frequency	Frequency of key forbs		20 percent decrease in key species.	
			Extensive browse method	Browse age and form class		20 percent increase in unsatisfactory browse	
	Mule Deer	Winter range	Aerial census	Number of animals	Annually	15 percent decrease	$ 0 3/
		Summer range	Transects	Number of animals	4 times yearly	50 percent decrease	$ 0 2/
		Key winter range	Analysis of fire reports	Acres of brush loss	Every 3 years or as needed	More acres of brush burned than planned for brush control	$ 300
			Frequency	Frequency of key forbs		20 percent decrease in key species.	
			Extensive browse method	Browse age and form class		20 percent increase in unsatisfactory browse	

MONITORING AND EVALUATION PLAN (Cont.)

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
Wildlife (Cont.)	Hybrid Trout	Vineyard Creek	Water samples	Sedimentation	Annually	Any other than a decrease below 100 ppm in return flow	$ 200
	Non-Game Species	Selected Isolated Tracts	Transects	Number of birds	4 times yearly	50 percent decrease	$ 0 3/
		8 habitat sites	Transects	Number of birds	Annually	50 percent decrease	$ 200

1/ These projections could change if there is an unexpected and drastic change in the water supply or other habitat values important to sculpin.

2/ One monitoring study evaluates all of these species. The $2,100 cost for ring-necked pheasant also covers many other species.

3/ This information is obtained from the Idaho Department of Fish and Game.

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
Livestock Forage	Trend	All "I" and "M" allotments; "C" allotments as needed	Frequency 1,/ cover, and photographs	Percent frequency of key species; ground cover in percent	3-year intervals or one grazing cycle for rest-rotation systems	Change to downward trend	$ 4,250
	Utilization	All "I" and "M" allotments 2/, "C" allotments as needed	Key forage plant method (draft Manual 4523) and mapping of utilization classes	Percent utilization of forage removed	Annually	Utilization greater than 60 percent on key species	$10,600
	Actual Use	All allotments	Actual use submitted by livestock operators; livestock counts and compliance checks	AUMs	Annually	Consider with temperature and precipitation to help determine why utilization is at monitored level	$3,650
	Condition	All allotments	Range condition guide outlined in National Range Handbook	Percent composition (determined by air-dry wight) compared to expected climax composition	10-year intervals	Decline one condition class	$ 4,590
	Climate	All allotments	National Oceanic Atmospheric Administration reports	Inches of precipitation and degrees Farenheit	Monthly during growing season Summarize Annually	Consider with actual use to help determine why utilization is at monitored level	$ 600

1/ Existing photo trend plots will be converted to frequency on "I" allotments if significant conflicts exist. The original plots will be retained for periodic reading and photographing. Photo trend plots will be maintained in "M" allotments.

2/ Utilization will not be done on "M" allotments with sheep grazing only.

MONITORING AND EVALUATION PLAN (Cont.)

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
Wilderness	Quality of Wilderness Values	WSAs Designated	Photo inventory	Number of man-caused impacts	Annually	Any adverse impact on wilderness values	$ 6,000
	Visitor Use	WSAs Designated	Permits, on-site registration, observation, and interviews	Visitor days	Annually	Increase of 10 percent or more over projected use in the Wilderness Management Plan	$ 6,000
Natural History	Condition of Cave Resources	Areas of Geological Interest	Photo Inventory	Number of impacts	Once every 5 years	Any new incidences of collecting or vandalism in any cave	$ 1,000
Cultural Resources	Condition of Cultural Resources	Cultural Resource Management Plan areas	Patrol and observation	Number of impacts on sites	3 to 5 trips annually	Any adverse impact to sites	$ 3,000
		The remainder of the planning area	Patrol and observation	Number of impacts on sites	3 to 5 trips per year	Any adverse impact to sites	$ 3,000
Recreation	ORV	Cedar Fields and Snake River Rim	Observation	Visitor Use Days	Bi-weekly April thru November	10 percent difference from projected levels	$ 1,250
		Cedar Fields and Snake River Rim	Observation and photography	Number of trails	Bi-weekly April thru November	10 percent difference from ORV designations	
	River Floating	Murtaugh	Observation traffic counters visitor registration	Visitor Use Days	Weekly in season April thru June	25 percent difference from anticipated levels	$ 1,250
	All recreation activities for which VUDs have been calculated	Planning Area	Use Fish & Game, Idaho Parks & Recreation, and BLM baseline data with methodology to calculate VUDs	Visitor Use Days	5-year intervals	25 percent difference from anticipated levels	$ 250
Fishing, Nature Study, Hiking	Visitor Use Days	Box Canyon, Vineyard Creek	Observation	Visitor Use Days	2 times each year June and October	If impacts are incompatible with management plan	None: part of regular use supervision

MONITORING AND EVALUATION PLAN (Cont.)

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
Soil	Cover/Erosion	Cedar Fields SRMA and the following grazing allotments: Antelope, Camp III, Common, Dinky, Goose Lake, Gunnery, Hunt, Kimama, Lagoon, Pocket, Poison Lake, Poleline, South Gooding, Star Lake West, Tunupa, Wendell Cattle, Wildhorse	Photo reconnaissance survey, point step transects as needed	Percent ground cover, acres affected	3 to 5 year intervals	An increase of 10 percent in average erosion rates, new sandblow areas, or water erosion areas	$ 2,500

APPENDIX B

FIRE MANAGEMENT

GENERAL FIRE ECOLOGY

The fire ecology of the planning area is strongly influenced by cheatgrass, which occurs on over 75 percent of the area. Fire management/ecology considerations in this area are based on the relationship between cheatgrass and fire and the resulting effects on native and seeded species. Cheatgrass is more flammable than native species, and is flammable four to six weeks earlier in the summer as well as one to two months later in the fall (Stewart and Hull 1949). The first wildfire of the season usually occurs during late June in the Shoshone District, which is soon after cheatgrass matures. Native perennials are easily killed by burning at this time (Wright and Klemmedson 1965).

Research summarized by Wright, Neuenschwander, and Britton (1979) provides specific information on the fire effects of individual species. The fire responses shown in Table B-1 are adapted from this publication.

FIRE ECOLOGY ZONES
(See Map 6)

Zone 1

This zone consists of large, uniform areas of public lands with drastically altered vegetation. The dominant plant species is cheatgrass and perennial grasses other than Sandberg bluegrass are rare. Sagebrush and seedings of crested wheatgrass are found only in scattered pockets.

Portions of this zone have a high fire frequency and the entire zone has a high potential for very large fires. Summer wildfires would result in increased erosion hazards on sandy areas, but would result in only minor changes in the present vegetative composition. Cheatgrass is highly competitive and recovers rapidly after burning. Pre-burn plant composition would generally be reached within two to three years after burning. This zone covers 19 percent (225,118 acres) of the Monument Planning Area.

Zone 1A

This area differs from the rest of Zone 1 in that the fire frequency is much higher. These lands have the highest fire frequencies in the planning area, with fire frequencies as low as one large fire every five years. This zone covers 8 percent (90,972 acres) of the planning area. Present vegetation and vegetative responses to wildfire in this zone are the same as for Zone 1 lands.

Zone 2

This zone consists of large areas of public lands with drastically altered vegetation. Cheatgrass is the dominant species, but large areas have been seeded to crested wheatgrass. Sagebrush and other native species are rare to absent except in scattered remnants.

The potential for very large fires is high in this unit, although lower than in Zone 1. An area of high frequency of small fires exists along the railroad on the north side of this zone. This zone covers 14 percent (161,704 acres) of the planning area.

Summer wildfires would not seriously affect the seeded areas, although a short-term increase in erosion hazards would occur and rest from grazing would be required after burning. Growing conditions are favorable to cheatgrass. Cheatgrass can be expected to increase after burning in the remaining pockets of native vegetation (Young, Evans, and Major 1972; Stewart and Hull 1949). Fire effects on the remainder of Zone 2 lands would be the same as for Zone 1 lands.

Zone 3

The vegetation of this zone is similar to that occurring on Zone 2 lands, but sagebrush and rabbitbrush are more abundant, particularly in the eastern portion of the zone.

The public lands are less contiguous and in smaller blocks than in Zone 2, and fires are less frequent in this zone as well. The portion of Zone 3 lands from Minidoka to American Falls has historically had smaller fires due to three factors: (1) excellent cooperation in suppression activities by the residents; (2) numerous sand blows and rocky areas with sparse vegetation that serve as firebreaks; and (3) high humidity during night and evening hours aids suppression efforts.

Summer wildfires would significantly reduce the existing brush populations, although few other native species would be affected. Cheatgrass is highly competitive and would replace brush after burning. The seeded areas would not be seriously affected, although a short-term increase in erosion hazards would occur and rest from grazing should be provided after burning. All fires have the potential to create serious erosion problems on the eastern portion of this zone. This zone covers 11 percent (127,555 acres) of the planning area.

Zone 4

This zone includes blocks of public lands that are dominated by several species of sagebrush and support varying amounts of native species in the understory. Fire frequencies are low, but the potential for large fires is high. There are 308,918 acres (26 percent) of this zone.

Summer wildfires have the potential to drastically alter the vegetative composition of this zone. Existing native species, especially sagebrush, would be decreased by summer wildfires. Cheatgrass is common throughout the zone and is highly competitive here also. It would increase rapidly after each wildfire as native species are killed by burning.

Prescribed burning can be a viable alternative for brush control, but some increase in cheatgrass should be expected in the space created by brush mortality. Although prescribed burning could be beneficial, the potential exists to convert the vegetation to a cheatgrass dominated community with frequent burning (Stewart and Hull 1949; Young, Evans, and Major 1972).

Zone 5

This zone is made up of those areas on the north end of the planning area that have low potential to be dominated by cheatgrass. One percent of the planning area (19,471 acres) is included in this zone. Idaho fescue is the dominant potential understory species and the climatic regime of these areas is less favorable to cheatgrass. Zone 5 lands are in fair or good ecological condition, and considerable competition with cheatgrass occurs from native perennials. Unless burning causes unexpected mortality of perennials, competition with perennials would prevent a significant increase of cheatgrass in this zone.

Fire frequencies have been low on most of this zone, although there is evidence of frequent burning on small areas. There have been no fires recorded during the past 25 years. The potential for large fires is low to moderate.

Summer wildfires would result in some mortality on understory species, but only minor changes in composition other than on sagebrush would occur. This zone has the highest potential for beneficial vegetative response to prescribed burning.

Zone 6

This zone consists of sparsely vegetated lava flows. These lavas rarely, if ever, burn and are often used as firebreaks. This zone covers 21 percent (245,251 acres) of the planning area.

STANDARD OPERATING PROCEDURES

The present Bureau policy is to aggressively suppress all new fires on or threatening public lands. Exceptions to this policy occur where management has analyzed alternatives to full suppression and prepared a written course of action prior to fire occurrences. These plans are termed Limited Suppression Plans and they establish criteria under which fires may be allowed to burn with little or no suppression action.

Less than full suppression also occurs whenever multiple fires ignite simultaneously. In these situations, priority is determined by value-at-risk. These values are predetermined by evaluating each resource separately to determine either beneficial or detrimental effects fire has on that resource. A numerical rating is given each resource, plus being detrimental and minus beneficial. After each resource has been evaluated individually, the totals are summarized to establish the values. Crews are dispatched to fires with the highest values until all crews are utilized. Fires with lower values may have delayed suppression times.

Less than full suppression may also occur whenever fires ignite in an area proposed for prescribed fire. These fires may be allowed to burn with little or no suppression action, but only when conditions are within the limits specified in approved, site-specific prescribed burn plans.

The Bureau cooperates with adjacent landowners on a case-by-case basis to reduce fire hazard where efforts are cost effective and the results will benefit BLM's fire management program. Cooperative efforts may range from consulting with private landowners on hazard reduction plans, to development of cooperative agreements and performance of hazard reduction.

GENERAL FIRE SUPPRESSION METHODS

The suppression policy of the Shoshone District is to extinguish fires with the least amount of surface disturbance possible. Whenever burning conditions and terrain are such that direct attack is not feasible, the suppression strategy is to burn out from existing natural barriers and established control points, such as roads.

Surface disturbing equipment, such as bulldozers, are utilized only with management approval. First priority is clearing of existing roads and second priority, when all other methods are exhausted, is construction of new control lines.

TABLE B-1

SUMMARY OF FIRE EFFECTS ON MAJOR PLANT SPECIES 1/

Species	Response to Fire	Remarks
Cheatgrass	Undamaged	Any reduction in cheatgrass stands is usually short-lived.
Crested wheatgrass	Undamaged	Full stands difficult to burn.
Bluebunch wheatgrass	Slight damage	Can be damaged if burned in a dry year.
Thurber needlegrass and needle-and-thread	Severe damage	Generally among the least fire-resistant bunchgrasses. A 50 percent reduction in basal area should be anticipated.
Prairie junegrass	Undamaged	Probable increase in density for several years after burning.
Sandberg bluegrass	Undamaged	Fire damage is generally minimal on such small plants.
Idaho fescue	Slight to severe damage	Burning with adequate soil moisture appears to cause minimal damage.
Sagebrush	Non-sprouter--severely harmed	Good seed crop before burning hastens recovery.
Rabbitbrush	Vigorous sprouter--enhanced.	May be killed by early summer burns.

1/ The effects described are from dormant season (late fall or early spring) burning except as noted and represent much better responses than those that occur with burning during the growing season. All species can be severely harmed by burning during the growing season. Primary damage during the growing season in the planning area occurs from burns occurring between June 25 and July 25.

APPENDIX C

WILDLIFE

METHODOLOGY

Bald Eagle

Bald eagle distribution is based on results of the National Wildlife Federation's bald eagle mid-winter survey that has been conducted in the Shoshone District since 1979. Major open rivers and large bodies of water were surveyed by fixed wing and additional routes were driven. All details are on file in Shoshone.

Bliss Rapids Snail

Information on this poorly-known species was taken from Bowler (1980) and Taylor (personal communication of 2/13/84).

Ferruginous Hawk and Swainson's Hawk

Ferruginous hawk and Swainson's hawk nest sites were inventoried in 1976 as part of a systematic raptor survey lead by Donald P. Kyker, Jr. The report is on file in Shoshone. Additional searches specifically for ferruginous hawk nests were conducted by Terrell Rich in 1981, 1982, and 1983. Effects of the alternatives were assessed by professional judgment.

Burrowing Owl

Burrowing owl nest sites were searched for in 1976 as part of a systematic raptor survey lead by Donald P. Kyler, Jr. The report is on file in Shoshone. Since 1976, the Monument Area Biologists, Jim Silva and Terrell Rich, have both put considerable effort into systematic nest site searches and habitat use. Several detailed reports are on file in Shoshone. Effects of the alternatives were assessed by professional judgment.

Shoshone Sculpin

Shoshone sculpin habitat and population sizes were studied by Jack Griffith of the Department of Biology, Idaho State University, under contract with the Shoshone District BLM. Possible effects of the alternatives on the sculpin were taken from the final report, "A survey of Shoshone Sculpin (Cottus greenei) populations in Box Canyon and Blue Heart Springs, Idaho (1981)." This report is on file in Shoshone.

Method for Calculating Effects on Wildlife Numbers

Numerical estimates of the effects of each alternative on populations of ring-necked pheasants, gray partridge, pronghorn, mule deer, and non-game species were made to aid evaluation of alternatives. For each species, the total habitat acreage was partitioned into categories of different habitat quality and, hence, different densities of animals. The net gain or loss of animals in each alternative was then determined by summing the gains or losses of animals caused by each action in that alternative. Where net effects seemed unreasonable, in light of professional judgment, a density value was changed uniformly in all alternatives and net effects recalculated. This was repeated until all effects of individual activities and all net effects seemed reasonable. The estimates listed are for general comparison only. Accuracy is probably within 25 to 50 percent of true numbers. All assumptions, density estimates, and calculations are on file in Shoshone.

Ring-Necked Pheasant and Gray Partridge

Total current numbers of pheasants and gray partridge in the planning area were estimated using data in "A Plan for Managing Idaho's Upland Game Resources in 1981-1985" (draft) and "Annual Upland Gamebird Report 1978" by the Idaho Department of Fish and Game, and "Methodology for Computing Wildlife Economic Values for use in Activity Plan Benefit/Cost Analysis", by the Idaho State Office, BLM (1981). Estimates of habitat quality on Isolated Tracts was aided by a special survey of these tracts, existing and potential, conducted by Rebecca Parmenter in 1982. This report is on file in Shoshone. Effects were calculated as above.

Pronghorn

Pronghorn numbers were taken from "A Plan for Managing Idaho's Pronghorn Antelope, Moose, Bighorn Sheep and Mountain Goat Resources in 1981-1985" (draft) by Idaho Department of Fish and Game. Pronghorn distribution at different times of the year was determined by plotting all known sightings, by date, on 1 inch = 1 mile maps. Sighting data came from BLM Biologists' notebooks, wildlife observation forms, and aerial surveys, and from Idaho Department of Fish and Game's Wildlife Inventory Report. These data include both incidental sightings and systematic surveys. Effects were calculated as above.

Mule Deer

Mule deer numbers were taken from "Mule Deer 1981-1985" species management plan by Idaho Department of Fish and Game. Distribution and effects were determined as for pronghorn.

Non-Game

Non-game species are represented by breeding pairs of non-game birds. Estimates of nesting densities of these species are based on three years of data from ten line transects placed in different xeric habitat types in the planning area. All data and references are on file in Shoshone.

Sage Grouse

Sage grouse lek sites and seasonal distribution data have been assembled from BLM Biologists' notebooks, wildlife observation reports, and systematic surveys. The Wildlife Inventory Report by Idaho Department of Fish and Game and other records from that agency have been searched. Total numbers of birds were determined by standardizing the maximum number of males on each known lek by the count at Steamboat Lake, which has been exceptionally well monitored since 1954. To the total male count was added an equal number of females and three young per female.* This was taken as a maximum population size. A minimum population size and effects were estimated by professional judgment.

* Bob Autenrieth, personal communication.

Hybrid Cutthroat/Rainbow Trout

Hybrid cutthroat/rainbow trout information was obtained from Bob Bell (personal communication), Fishery Biologist for Idaho Department of Fish and Game. Possible effects of the alternatives were taken from a report by Alan Thomas (1980) entitled "Impacts of Irrigation Runoff on a Unique Fishery Resource in Vineyard Creek (Jerome County)."

Isolated Tracts

To aid in the alternative development of this plan, all existing Isolated Tracts and many potential Isolated Tracts were categorized by three staff biologists as being of high, medium, or low quality. Factors considered included the degree of habitat improvement made to date, quality of pheasant winter and nesting habitat, accessibility, presence of sensitive species, presence of riparian habitat, recreation value, and degree of isolation from other good wildlife habitat.

CRITERIA FOR SELECTING ISOLATED TRACTS FOR WILDLIFE (L11) FROM AGRICULTURAL ENTRY (T2) AREAS

As discussed in the description of the alternatives, up to 25 percent of the T2 areas could be retained in public ownership and managed as L11 areas under the Isolated Tracts HMP. The areas would be selected on a case-by-case basis as T2 lands are considered for transfer.

The following criteria are intended to ensure that sufficient habitat is provided for upland gamebirds, primarily winter habitat for ring-necked pheasants, within areas developed for intensive agriculture. Since pheasants are dependent on agriculture for survival, selection of tracts for wildlife management which would make agricultural development proposals unfeasible would benefit neither pheasants nor agricultural development. In these cases, arable land would not be selected for retention and management as L11 areas.

Criteria For Selecting Isolated Tracts For Wildlife (L11) From Agricultural Entry (T2) Areas

Criteria

1. Tracts selected for management as L11 areas would be distributed through the T2 areas so that areas developed for agriculture are within one-half mile of suitable winter cover.

2. Tracts would generally be selected in areas with existing suitable winter habitat (sagebrush live crown cover greater than 15 percent). However, tracts with potential for developing suitable cover could be selected if their location is key.

3. The minimum size of selected tracts would be 20 acres.

4. Tracts would not be selected from areas subjected to grazing unless the grazing was subsequently excluded.

APPENDIX D

LIVESTOCK FORAGE

IMPLEMENTATION

A number of procedures and resource considerations are common to all four Alternatives.

Selective Management

Based upon the selective management criteria, the grazing allotments in the Monument Planning Area have been categorized as shown in Table D-1 in this Appendix. This categorization and resource information has guided development of the management actions proposed in the alternatives of the Monument RMP/EIS. When the resource situation in an allotment changes after implementation of management decisions, the allotment may be recategorized.

Management objectives for the allotment categories are (M) maintain current satisfactory condition, (I) improve current unsatisfactory condition, and (C) manage custodially while protecting existing resource values. Public investments in range improvements, AMP development, monitoring, and use supervision will have highest priority in "I" (Improve) allotments, followed by "M" (Maintain) and "C" (Custodial) allotments. Within these three categories, allotments will also be prioritized for range investments and management effort, depending upon the intensity of resource conflicts and/or the potential for improvements. The potential for improvement considers not only resource constraints, but also the ability of an allotment to produce a positive return on investment within a reasonable time.

Range improvement or other funds will be allocated to range improvements in "I" allotments in order to resolve resource-use conflicts and to increase resource productivity. Publicly-financed improvements will be implemented on allotments in the "M" and "C" categories only as needed to meet multiple use objectives or to protect existing resource values.

Implementing Changes in Allotment Management

Allotment management plans, Cooperative Resource Management Plans, or other appropriate plans are commonly used to present, in detail, the types of changes required in an allotment, and to establish a schedule for implementation. Actions set forth under the plan that affect the environment will be analyzed and compared to alternative actions. The following sections contain discussions of the types of changes likely to be recommended in an activity plan and the guidance that applies to these administrative actions.

Livestock Use Adjustments

The need for livestock use adjustments on some allotments has been identified in each alternative. This need may result from land disposal, allocation of land to other public uses, lack of sufficient forage to support existing active preference, or availability of forage in excess of existing active preference.

Increases and reductions proposed are target levels based upon the best existing information, and will be implemented through coordination and consultation with the permittees involved.

If agreement cannot be reached with the permittees on the amount of reduction needed to balance active preference with forage productivity, needed adjustments will be implemented by decision under 43 CFR 4160. When livestock use adjustments are implemented by decision, the decision will be based upon operator consultation, range survey data, and monitoring of resource conditions. All adjustments will be made in the manner specified in current regulations.

Monitoring will be used to measure the changes due to new range management practices and to evaluate the effectiveness of management changes in meeting stated objectives. Livestock use adjustments could be modified during the implementation period based upon information provided by ongoing monitoring.

Range Improvements and Treatments

Typical range improvements and treatments and the general procedures to be followed in implementing them are described in this appendix. The extent, location, and timing of these actions will be based on the allotment-specific management objectives adopted through the resource management planning process, interdisciplinary development and review of proposed actions, permittee contributions, and BLM funding capability.

All allotments in which range improvement funds are to be spent will be subjected to an economic analysis. Private contributions toward range improvements will be encouraged by assigning higher implementation priority to improvements partially or fully funded by private sources. However, improvements proposed and financed solely by private sources must be consistent with land use and management objectives for the affected allotments.

Grazing Systems

Grazing systems would be implemented under Alternatives B, C, and D. The type of system to be implemented will be based on consideration of the following factors:

1. allotment-specific management objectives;

2. resource characteristics, including vegetation, soil, and water availability;

3. operator needs; and

4. implementation costs.

Typical grazing systems, which have proven successful in the planning area are described in this appendix. Grazing systems are usually incorporated into an Allotment Management Plan (AMP) or a Coordinated Resource Management Plan (CRMP). Allotments for which AMP or CRMP development is proposed in Alternatives B, C, and D include Antelope, Cedar Fields, East Minidoka, Gunnery, Kimama, Minidoka, Schodde, Shoshone, and Wildhorse.

Conversions

Livestock conversions from sheep use to cattle use would be allowed in Alternatives B, C, and D. In Alternative A, conversions would be allowed only in those allotments currently covered by AMPs containing conversion clauses. Conversions would follow the Shoshone District Conversion Policy in order to maintain existing multiple use values and to reduce conflicts with other uses.

The District Conversion Policy is based upon past practice and current guidance and regulations. The general guidelines of the policy are:

1. Previous commitments to conversions made in approved AMPs would be honored.

2. Environmental Assessments would be completed to identify impacts of the conversions and mitigating measures necessary to meet multiple use objectives.

3. Concerns of other permittees in the affected allotment would be considered in analysis of the conversion proposal.
4. An allotment conversion plan would be prepared and approved.
5. The amount of conversion from sheep to cattle would be in proportion to the allotment's suitability for cattle grazing.
6. All conversions would be initially conservative (50 percent conversion for the first three years as modified by suitability and water availability).
7. Necessary fencing would be completed prior to cattle use.
8. Sufficient water would be available.
9. Results of ongoing monitoring studies would determine whether the new AMP and amount of conversion were satisfactory.
10. Final amounts converted would depend upon the desired season of use, initial balance between spring and fall sheep preference, and resource response.

Future Livestock Use Adjustments

If the results of resource monitoring studies show that the proposed grazing management is not meeting the multiple use objectives of the Monument Resource Management Plan, livestock use adjustments will be made in accordance with the BLM grazing administration regulations and existing policy. Livestock use adjustments could take the form of changes in the grazing system, changes in season of use, reductions or increases in active preference, or a combination of all of these.

RANGE IMPROVEMENTS

The following design features, construction practices, and mitigation measures are common to the several kinds of range improvements proposed in the Monument RMP. Structural improvements are generally installations which help control livestock distribution, while nonstructural improvements are vegetation treatments.

Structural Improvements

Fences

New fences would provide exterior allotment boundaries, divide allotments into pastures, and protect sites having other values from livestock disturbance. Fencing would be three- or four-strand barbed-wire built in accordance with BLM specifications. In big-game habitat, fences would be constructed with a top wire no higher than 42 inches above ground level and a smooth bottom wire at least 16 inches above ground level. Existing fences that create wildlife movement problems would be modified. Where fences cross existing roads, cattleguards or gates would be installed. Gates would be installed every half mile and in corners, as needed. Fence lines may be cleared to the extent necessary for construction, but mechanical clearing of vegetation to bare soil would not be allowed.

Cattleguards

Cattleguards would be 8 feet across and 12 to 24 feet wide, depending upon the traffic type and pattern.

Wells

Wells would generally be located on high points so that outlying troughs could be supplied by gravity flow from a storage tank adjacent to the well. In addition to the tank, the well site would generally have a well house to protect the generator, and would be enclosed by a fence. Open storage tanks would have bird ladders to allow wildlife use. All applicable State laws and regulations which apply to the development of ground water would be observed. Disturbed areas would be reseeded.

Pipelines and Troughs

Water pipelines would be buried in a trench excavated by a backhoe, with excavated material used for the backfill. Rigid plastic pipe may be used. Flexible pipe may also be installed with a ripper tooth. Valves would be installed at intervals along each pipeline to allow easy drainage to prevent freezing. Troughs would be placed where needed to provide an even distribution of livestock water. Each trough would have a bird ladder to allow wildlife use. Separate wildlife water storage and watering devices may also be constructed at regular intervals. Disturbed areas would be reseeded.

Roads

Several miles of new roads would be bladed to provide access to new water developments and to grazing areas which now receive little use. Existing vegetation would be eliminated and the soil surface would be bared. Depending upon the amount of traffic, herbaceous vegetation could reestablish itself upon the new roads without impairing their function.

Nonstructural Improvements

"Sage Grouse Management in Idaho" (Autenrieth 1981) will be used as a reference to assist in the design of proposed projects in sage grouse habitat.

Prescribed Fire

Prescribed fire may be used to release the native understory from sagebrush competition in areas proposed for brush control (see Map 16). Burning would be done to meet the objectives of this plan and in accordance with site-specific prescribed burn plans. The plant succession implications discussed in Appendix B would be carefully weighed in preparing burn plans. Where wildlife habitat is a major consideration, areas would be burned to create a mosaic of shrubby and herbaceous vegetation. Burned areas would be rested from livestock grazing for two growing seasons following treatment.

Plowing, Disking, and Seeding

This treatment would be used to eliminate brush and cheatgrass competition in order to establish new seedings. Treatment would be done in irregular patterns. Size limitations on individual treatment areas may be necessary in major wildlife habitat areas. Burrowing owl nest sites would not be treated. Seed would generally be planted with a standard rangeland drill. The seed mixture would include grass, forb, and shrub seeds as appropriate for the specific site and management objectives. Treated areas would not be grazed for at least two growing seasons following treatment.

Chemical Control of Vegetation

The use of chemicals to control unwanted vegetation would be considered when it was environmentally acceptable and a cost-effective method to meet management goals and objectives. All regulations and policies regarding the use of chemicals on public land would be followed.

Cost Effectiveness of Range Improvements

A benefit/cost analysis for AMP improvement packages will be completed before issuance of an approved land use plan (RMP). The benefit/cost analysis will be used to help prioritize allotment investments based on projected economic returns.

Maintenance of Range Improvements

Structural improvements will be maintained by the permittees, while roads and vegetation treatments will be maintained by the BLM.

GRAZING SYSTEMS

Rest-Rotation Grazing

Under a rest-rotation grazing system, the allotment is divided into pastures, usually with comparable grazing capacities. Grazing is deferred on various pastures during succeeding years in a rotation sequence with complete rest for a year also included in a planned sequence. Each pasture is systematically grazed and rested so that livestock production and other resource values are provided for, while the vegetation cover is simultaneously maintained or improved. This practice provides greater protection of the soil resource against wind and water erosion.

Any of several rest-rotation grazing systems may be used, depending upon the objectives for the allotment and the number of pastures.

Modified Rest-Rotation Grazing

The usual modification in the planning area is that spring and/or fall sheep grazing is permitted in the pasture which is rested from cattle use. There may be limitations on the amount of sheep use that can be made.

Deferred Rotation Grazing

Deferred rotation is the postponement of grazing on different parts of an allotment in succeeding years. This allows each pasture to rest successively during the growing season to permit seed production, establishment of seedlings, and restoration of plant vigor (American Society of Range Management 1964). One or more pastures are grazed during the spring, while the remaining one or more pastures are rested until after seed ripening of key species, and then grazed. Deferred rotation grazing differs from rest-rotation grazing in that no year-long rest is provided.

Deferred Grazing

Deferred grazing is the postponement of grazing by livestock on an area for a specified period of time during the growing season. Under this system, grazing would begin after key plants have reached an advanced stage of development in their annual growth cycle. The growing season rest provided by this system promotes plant reproduction, establishment of new plants, or restoration of the vigor of old plants (American Society of Range Management 1964).

Seasonal Grazing

Seasonal grazing is use by livestock during one or more seasons of the year. Seasonal grazing occurs during the same season each year, and does not involve rotation or deferment. For our purposes, seasonal grazing also includes season-long grazing (livestock use throughout the growing season). The most common types of seasonal grazing in the planning area are spring-fall sheep grazing, spring-summer cattle grazing, and season-long cattle grazing.

METHODOLOGY USED IN THE VEGETATIVE INVENTORY

A vegetative inventory was conducted during the 1980, 1981, and 1982 field seasons in conjunction with a third-order soil survey. The inventory gathered information on range site classification, present vegetation, ecological condition, and apparent trend.

Classification

Two classification systems were used during the inventory. Sites with remnant, native plant species were classified according to the Soil Conservation Service's Range Sites Inventory Method (USDA-SCS 1976). This system classifies sites according to geographic region, soil characteristics, mean annual precipitation, and potential plant communities to the extent that it can be interpreted for the site.

Areas with exotic species introduced by seeding were classified with a modified technique. A seeding was classified according to geographic region, soil characteristics, and mean annual precipitation. The existing plant community was rated on the amount of seeded species occupying the site. Native vegetation on seeded sites was not given an ecological rating.

Ecological Condition

Inventory crews first identified and delineated the boundaries for the sites to be inspected. Estimates of plant species composition, based on weight, were then made for the plant community found on each site. The present species composition was then compared to the expected potential species composition from the SCS's Range Site Descriptions. A condition rating was computed for the vegetation on each site. This rating represents the amount of departure from the potential plant community.

Four condition classes are set forth by the SCS: excellent, good, fair, and poor. An excellent condition community would have 76-100 percent of the kinds, amounts, and proportions of vegetation produced in the potential plant community. Good, fair, and poor condition classes would have 51-75 percent, 26-50 percent, and 0-25 percent, respectively, of the kinds, amounts, and proportions of the potential vegetation.

No excellent condition range was mapped in the planning area, and this condition class was not used. Therefore, four condition classes were assigned during the vegetative inventory: good, fair, poor, and seeded.

Disturbed areas having few native species and having abundant cheatgrass are common on the planning area. The potential plant community on these kinds of sites is difficult to determine, and they were placed into a poor condition class even though a highly disturbed rating may be more appropriate.

Range Trend

Present range trend was determined using permanent, 3-foot by 3-foot photo trend plots, observed apparent trend ratings made during the vegetative inventory, and long-term (25 years +) photo points originally used for Parker 3-step transects. Allotments with permanent photo trend plots (28 allotments) were given a trend rating from those plots. If no long-term data were available, allotments were rated on observed apparent trend readings. Evidence of range trend gained from comparing old and new photographs of Parker 3-step transects were used as a backup for other trend data.

PROJECTING ECOLOGICAL CONDITION AND TREND

Projections of ecological (range) condition and range trend for Alternatives B, C, and D were made after considering present condition, present vegetative composition, current trend, wildfire, proposed stocking levels, grazing systems, and other management facilities. The following assumptions were made.

1. All trend projections are for the long-term (20 years).
2. All seeding would be done in poor condition areas, changing them from poor to seeded.
3. Increased grazing, when accompanied by range developments, would not change existing trends.
4. Trend on new seedings would be stable once the seeding is established. Long-term trends were considered to be stable.
5. Poor condition areas with few native perennials (highly disturbed) may show upward trend with decreases in grazing and low incidence of wildfire, but would not change condition class.
6. Areas in high-poor condition could be expected to improve to fair condition (5 percent increase maximum) with upward trend.

7. Condition class changes from fair to good would be slow due to cheatgrass competition and the influence of fire. A maximum increase of 1 percent in good condition was projected.

DETERMINING THE PROPOSED STOCKING RATE

Alternative A

In Alternative A, five-year average use was the baseline used to determine the proposed stocking level. For some allotments, less than five years of actual use was averaged because wildfires closed a portion or all of the allotment to grazing for a time. This was adjusted downward by 328 AUMs to reflect transfer of land within grazing allotments from Federal ownership.

Alternatives B and C

In Alternatives B and C, active preference was used as the baseline to determine the proposed stocking level. This baseline was adjusted by using monitoring data (trend, utilization, condition, and actual use studies), site productivity, allotment acreages, general observations, and professional judgment.

Downward Adjustments

The adjudicated stocking rate was used to estimate reductions in preference due to transfer of land within grazing allotments from Federal ownership.

$$\text{Adjudicated Stocking Rate} = \frac{\text{Total acres in a grazing allotment}}{\text{active preference}}$$

For example, an allotment with 1,000 acres in a transfer category and an adjudicated stocking rate of 5.7 acres per AUM would be reduced 175 AUMs as determined below.

$$\frac{\text{1,000 Acres}}{\text{5.7 acres/AUM}} = \text{175 AUMs}$$

In several allotments, the present resource conditions are not satisfactory. Management is satisfactory, but the problem is due to range fires or other temporary disturbances. In these allotments, no changes in active preference were proposed. In other allotments, existing management is unsatisfactory. In these allotments, downward adjustments in active preference were proposed based on monitoring data. For example, consider an allotment with the following conditions.

- Vegetation consists of primarily crested wheatgrass seedings with little potential for additional seedings.
- Trend is downward in all pastures.
- Conversion to a rest-rotation grazing system is not possible.
- The existing grazing system has been followed.
- Active preference is 600 AUMs.
- Utilization studies show 90 percent use on crested wheatgrass with five-year actual use of 610 AUMs.

Proper use factors indicate that vigor of crested wheatgrass can be maintained if average use does not exceed 60 percent. In this example, the proposed stocking level would be 407 AUMs as determined below.

$$\frac{60}{90} \times 610 = 407 \text{ AUMs}$$

In a few cases, downward adjustments in active preference were made based on condition class acreages, vegetation type acreages, and general observations. In these cases, a general stocking rate for seedings of 4 acres per AUM and an estimated stocking rate for annual and native range were used to estimate the proposed stocking rate. For example, consider an allotment with the following conditions.

- 4,100 acres of annual range with an estimated stocking rate of 10.2 acres per AUM, based on old surveys, actual use, and professional judgment.
- 2,200 acres of seeding with an estimated stocking rate of 4 acres per AUM based on area-wide experience.

The proposed stocking rate would be 952 AUMs as determined below.

$$\frac{4{,}100 \text{ acres}}{10.2 \text{ acres/AUM}} + \frac{2{,}200 \text{ acres}}{4 \text{ acres/AUM}} = 952 \text{ AUMs}$$

Upward Adjustments

Increases in active preference due to nonstructural range improvements were estimated as follows.

$$\frac{\text{Acres Treated}}{\text{Treatment Stocking Rate}} - \frac{\text{Acres Treated}}{\text{Adjudicated Stocking Rate}} = \text{Increase in AUMs}$$

The treatment stocking rate for seedings was assumed to be 4 acres per AUM for deferred-rotation grazing systems and 3 acres per AUM for rest-rotation grazing systems, based on past experience. The treatment stocking rate for brush control on native range was assumed to be 6 acres per AUM. In some cases, increases due to nonstructural range improvements have partially offset reductions in proposed stocking rates.

In some allotments monitoring data indicated that increases could be sustained while meeting existing AMP objectives. These increases up to active preference or total preference could be allowed because of present management practices.

Alternative D

In Alternative D, the proposed stocking level was selected to represent the carrying capacity during a drought year when annual species produce little or no forage. Actual use data from the 1977 drought year were used to arrive at this level. The drought of 1977 had the most severe documented effect on annual forage production since the vegetation in the planning area has included the major annual vegetation component that it presently does.

Active preference was multiplied by 0.4 to give a 60 percent reduction in preference, the average amount of nonuse in 1977. This was adjusted downward further to reflect transfer of land within grazing allotments from Federal ownership.

TABLE D-1

SUMMARY OF ALLOTMENT CONDITION AND AUTHORIZED USE

Allotment		Mgmt.	Exist.	Public Land Area & Ecological Range Condition					Kind of	Season of Use		Current	Preferred2/	Recommended
Name	Number	Status	AMP 1/	Acres	Good	Fair	Poor	Seeded	Livestock	From	To	Preference	Alternative	Adjustment
Bennett Hills RA														
Antelope	0918	I	--	7,708	---	---	4,873	2,835	Sheep	04/16	06/15	543	645	+ 19%
									Sheep	11/10	12/31	841	999	+ 19%
									Cattle	05/16	07/15			
									Cattle	11/10	12/31			
									Horses	06/01	09/30			
Barren	0930	C	--	580	---	340	240	---	Cattle	04/16	05/15	36	0	-100%
									Cattle	11/01	11/30	36	0	-100%
Big Wood3/	0936	C	--	55	---	---	41	---	Cattle	10/01	12/05	12	9	- 25%
Blue Lakes	1009	C	--	170	---	---	170	---	Cattle	02/17	03/15	20	0	-100%
Briggs Creek	1006	C	--	66	---	---	66	---	Cattle	05/03	10/15	11	11	
Camp I	0921	M	X	11,346	---	118	3,384	7,824	Sheep	04/01	06/30	350	329	- 6%
									Sheep	10/16	12/31	268	252	- 6%
									Cattle	04/16	09/15	1,161	1,091	- 6%
Camp II	0928	C	--	211	---	---	211	---	Cattle	05/01	05/31	27	27	
									Cattle	06/01	08/31	41	41	
Camp III3/	1013	M	--	162	---	---	---	151	Cattle	03/16	04/15	38	0	-100%
Canyon3/	1011	I	X	13,921	---	318	13,161	430	Cattle	04/16	09/15	2,361	2,096	- 11%
Chute	0923	M	--	464	---	---	462	2	Cattle	04/16	09/22	68	68	
Common3/	0909	C	--	3,002	---	377	2,072	522	Sheep	04/01	06/15	284	84	- 70%
									Sheep	11/10	12/31	284	83	- 71%
Dinky	0935	C	--	238	---	213	25	---	Cattle	11/01	11/30	80	80	
Flat Top4/	1008	C	--	117	---	---	117	---						
Flume	0907	C	--	38	---	---	38	---	Cattle	04/16	05/15	10	0	-100%
40-Acre	1021	C	--	40	---	---	40	---	Cattle	04/01	05/15	7	0	-100%
									Cattle	10/01	11/15	7	0	-100%
Good Time	0908	I	X	16,846	---	---	9,921	6,925	Sheep	04/01	06/15	383	346	- 10%
									Sheep	10/16	12/31	1,249	1,130	- 10%
									Cattle	04/10	06/01	1,127	1,019	- 10%
									Cattle	11/15	12/31	420	380	- 10%
Goose Lake3/	1014	C	--	6	---	---	4	---	Cattle	04/16	12/15	6	6	

TABLE D-1 (Cont.)

SUMMARY OF ALLOTMENT CONDITION AND AUTHORIZED USE

Allotment		Mgmt.	Exist.	Public Land Area & Ecological Range Condition					Kind of	Season of Use		Current	Preferred2/	Recommended
Name	Number	Status	AMP 1/	Acres	Good	Fair	Poor	Seeded	Livestock	From	To	Preference	Alternative	Adjustment
Gunnery	0914	I	--	7,865	---	---	4,670	3,195	Sheep	04/01	06/15	401	550	+ 37%
									Sheep	11/10	12/31	822	1,126	+ 37%
Hansen	1017	C	--	102	---	---	102	---	Horses	04/01	07/31	7	7	
Hazelton	1020	C	--	220	---	---	220	---	Cattle	04/24	09/24	50	27	- 46%
Hull	1001	C	--	185	---	---	185	---	Cattle	03/01	04/15	16	0	-100%
									Cattle	11/01	02/28	44	0	-100%
Hunt	0927	C	--	1,311	---	---	1,174	137	Cattle	05/01	09/30	326	326	
Jerome	0910	I	--	527	---	---	527	---	Cattle	05/01	09/16	91	89	- 2%
Junction	0903	C	--	682	---	---	432	250	Cattle	10/01	12/31	150	0	-100%
Lagoon	0937	C	--	863	---	---	863	---	Cattle	05/15	08/15	150	150	
Land Lock4/	1007	M	--	382	---	---	382	---						
Lava Pot	0934	C	--	956	---	721	235	---	Cattle	04/16	06/04	60	60	
Malad4/	1002	C	--	800	---	---	800	---						
Milner Dam	1019	C	--	101	---	37	64	---	Cattle	04/01	06/30	63	63	
Milner Plot	0925	M	X	2,534	---	---	962	1,572	Cattle	04/16	09/15	400	449	+ 12%
Nasura	0931	C	--	503	---	222	281	---	Cattle	04/16	07/15	72	0	-100%
Northeast Interstate	1010	C	--	598	---	---	598	---	Cattle	04/16	09/15	74	22	- 70%
North Milner 3/	0924	M	X	25,179	---	---	17,307	7,846	Sheep	04/01	06/30	319	317	- 1%
									Sheep	10/16	12/31	352	350	- 1%
									Cattle	04/16	09/15	3,822	3,797	- 1%
Northside	1015	C	--	1,379	---	---	1,264	115	Sheep	04/01	06/30	30	20	- 33%
									Cattle	05/01	05/30	105	68	- 35%
									Cattle	07/01	07/31	105	68	- 35%
Northwest Interstate4/	1010	C	--	82	---	---	74	8						
Notch Butte3/	0920	M	X	10,942	---	6	5,806	5,128	Cattle	04/16	09/15	1,688	1,884	+ 12%
Pocket	0932	C	--	2,565	---	359	2,206	---	Sheep	04/01	06/30	92	30	- 78%
									Sheep	11/01	12/31	298	65	- 78%
									Cattle	04/16	05/31	390	85	- 78%

TABLE D-1 (Cont.)

SUMMARY OF ALLOTMENT CONDITION AND AUTHORIZED USE

Allotment		Mgmt.	Exist.	Public Land Area & Ecological Range Condition					Kind of	Season of Use		Current	Preferred2/	Recommended
Name	Number	Status	AMP 1/	Acres	Good	Fair	Poor	Seeded	Livestock	From	To	Preference	Alternative	Adjustment
Pole Line	0911	M	X	4,889	---	---	3,830	1,059	Cattle	04/16	06/15	441	441	
									Cattle	11/01	12/31	441	441	
Quail3/	0917	C	--	163	---	28	123	---	Cattle	04/16	04/30	3	3	
									Cattle	10/01	11/10	16	16	
Quaker3/	1018	C	--	92	---	---	82	---	Cattle	04/16	06/15	20	20	
									Cattle	09/01	09/30	10	10	
Rift	0926	C	--	200	---	---	200	---	Cattle	05/01	06/30	33	33	
									Cattle	08/01	10/15	27	27	
River3/	0916	M	--	610	---	1	450	121	Cattle	10/18	12/17	80	80	
Rock Flat	0929	C	--	448	---	---	448	---	Cattle	04/16	07/15	60	0	-100%
Sand Butte3/	0913	I	X	6,488	---	---	3,333	3,133	Cattle	04/10	06/20	800	867	+ 8%
									Cattle	11/01	12/31	386	419	+ 9%
Sand Springs	1005	C	--	37	---	4	33	---	Cattle	05/01	10/31	12	12	
7-Mile	0912	I	X	1,879	---	---	1,037	842	Cattle	04/07	05/06	227	274	+ 21%
									Cattle	08/01	08/15	114	138	+ 21%
Shoestring Cattle	0902	C	X	2,495	---	---	2,314	181	Cattle	04/16	06/30	374	0	-100%
Shoestring Sheep3/	0901	C	X	4,161	---	---	2,717	1,437	Sheep	04/01	06/30	83	0	-100%
									Sheep	11/10	12/31	169	1	- 99%
									Cattle	04/10	05/09	242	1	- 99%
									Cattle	11/01	12/31	242	1	- 99%
Short Line3/	0933	C	--	1,019	---	645	361	---	Cattle	04/16	07/15	59	51	- 14%
Shoshone	0919	I	--	2,863	---	---	2,229	634	Sheep	04/01	06/15	102	102	
									Sheep	11/10	12/31	102	102	
South Gooding	0904	C	--	240	---	---	240	---	Cattle	04/15	05/20	44	44	
South Interstate	1010	C	--	1,368	---	---	971	397	Cattle	11/15	03/15	179	0	-100%
South Milner3/	1012	I	X	9,300	---	---	8,521	610	Cattle	04/01	10/15	1,524	1,442	- 5%
									Horses	05/16	10/15	12	11	
Tunupa	0915	I	X	2,972	---	---	2,172	800	Cattle	04/16	05/31	301	301	
									Cattle	10/16	11/30	218	218	

TABLE D-1 (Cont.)

SUMMARY OF ALLOTMENT CONDITION AND AUTHORIZED USE

Allotment Name	Allotment Number	Mgmt. Status	Exist. AMP 1/	Public Land Area & Ecological Range Condition Acres	Good	Fair	Poor	Seeded	Kind of Livestock	Season of Use From	Season of Use To	Current Preference	Preferred2/ Alternative	Recommended Adjustment
Tuttle	1004	C	--	273	---	---	273	---	Cattle	11/01	02/28	46	46	
Vineyard3/	1016	C	--	83	---	---	82	---	Cattle	05/01	08/31	200	25	- 88%
Weatherwax		C	--	29	---	---	29	---	Cattle	04/16	05/31	6	0	-100%
Wendell Cattle	0906	I	X	10,441	---	---	3,237	7,204	Cattle	04/16	09/25	2,681	1,149	- 57%
Monument RA														
Bench	1201	C	--	590	---	288	276	26	Cattle	04/16	09/15	45	45	
									Horses	04/16	09/15	15	15	
Borah	1202	I	--	206	---	206	---	---	Cattle	05/01	09/30	50	50	
Bowl Crater3/		C	--	1,266	660	260	256	---	Cattle	04/16	06/23	133	91	- 32%
Cedar Fields	1203	I	--	3,393	---	994	2,086	313	Cattle	04/16	09/15	395	466	+ 18%
									Horses	04/16	09/15	75	88	+ 17%
Crater Butte	0701	I	X	6,710	---	164	5,225	1,321	Cattle	04/16	08/31	1,527	1,454	- 5%
Dietrich Butte	0702	M	X	30,664	---	---	23,836	6,828	Cattle	04/16	08/31	5,419	5,398	- 1%
Dune3/	1204	C	--	474	---	201	138	131	Cattle	05/16	09/15	125	0	-100%
Eagle Rock	1205	I	--	520	---	193	327	---	Cattle	04/07	06/17		140 5/	+ 10%
East Dietrich	0703	C	X	337	---	---	265	72	Cattle	04/16	06/30	115	0	-100%
									Cattle	09/16	11/15			
East Minidoka	1206	I	--	20,689	1,017	2,945	16,727	---	Cattle	04/01	12/15	4,430	3,075	- 31%
East Richfield	0704	C	--	348	---	---	348	---	Cattle	04/16	06/15	58	58	
80	0705	C	--	80	---	---	80	---	Cattle	05/01	05/31	11	0	-100%
Hawley	1207	C	X	645	---	---	645	---	Cattle	04/16	08/15	99	0	-100%
Kimama	1208	M	--	29,584	---	---	25,656	3,928	Sheep	04/01	06/15	2,483	2,119	- 15%
									Sheep	10/16	12/31	3,283	2,802	- 15%
									Cattle					
Laidlaw Park	0706	I	X	88,273	7,417	30,262	48,426	2,168	Cattle	04/16	06/23	7,053	7,679	+ 9%
									Sheep	04/16	06/15	2,519	2,742	+ 9%
									Sheep	10/16	12/15	3,487	3,796	+ 9%
Lake Channel3/	1209	M	X	18,728	---	5	7,945	10,759	Cattle	04/16	10/15	4,687	4,736	+ 1%

TABLE D-1 (Cont.)

SUMMARY OF ALLOTMENT CONDITION AND AUTHORIZED USE

Allotment		Mgmt.	Exist.	Public Land Area & Ecological Range Condition					Kind of	Season of Use		Current	Preferred[2]	Recommended
Name	Number	Status	AMP 1/	Acres	Good	Fair	Poor	Seeded	Livestock	From	To	Preference	Alternative	Adjustment
Minidoka[3]	1210	M	--	94,781	7,937	20,819	51,090	14,868	Sheep	04/01	06/15	9,721	8,119	- 16%
									Sheep	10/16	12/31	9,087	7,589	- 16%
Norland[3]	1211	C	--	2,171	---	---	1,024	1,138	Cattle	03/15	06/15	661	213	- 68%
Pagari	0707	I	X	24,994	---	598	19,236	5,160	Cattle	05/01	08/31	2,901	1,846	- 36%
Poison Lake	1212	M	X	11,584	---	---	8,344	3,240	Cattle	04/01	06/15	1,356	915	- 33%
									Cattle	10/16	12/31	1,500	1,012	- 33%
									Sheep	04/01	06/15	162	109	- 33%
									Sheep	10/16	12/31	244	165	- 32%
Ponderosa	1217	C	--	304	---	65	239	---	Cattle	05/01	07/31		30 5/	
Railroad	1213	C	--	582	---	110	472	---	Cattle	04/16	10/15	96	0	-100%
Sand	1214	C	--	3,800	---	1,471	1,308	1,021	Cattle	04/16	08/11	450	267	- 41%
Schodde[3]	1215	I	X	21,538	141	1,556	8,850	10,971	Cattle	04/16	10/31	3,017	3,212	+ 6%
Star Lake East[3]	0708	M	X	43,437	---	1,112	24,472	17,791	Cattle	04/01	06/15	2,925	2,185	- 25%
									Sheep	04/01	06/15	2,137	1,596	- 25%
									Sheep	11/01	12/31	1,931	1,442	- 25%
Star Lake West[3]	0709	M	X	90,657	---	---	57,001	33,575	Cattle	04/16	09/15	12,303	19,812	+ 61%
									Sheep	04/01	06/15	1,658	2,670	+ 61%
									Sheep	11/01	12/31	1,774	2,857	+ 61%
Station	1101	C	X	220	---	---	---	220	Cattle	04/16	06/15	56	46	- 18%
200[3]	0710	C	--	193	---	---	190	---	Cattle	09/01	09/30	59	0	- 37%
Walcott	1216	M	X	12,523	---	---	7,386	5,137	Cattle	04/16	09/15	2,166	2,320	+ 7%
Wildhorse	0711	M/I	--	235,179	---	6,331	222,480	6,368	Cattle	05/01	06/15	395	365	- 8%
									Sheep	04/01	06/15	12,881	11,900	- 8%
									Sheep	10/16	12/31	16,162	14,931	- 8%
Wilson[3]	1102	C	--	2,680	---	---	1,237	1,441	Sheep	04/01	06/15	466	0	-100%

1/ Includes allotments with grazing systems but no formal AMP.

2/ The active preference shown under "Preferred Alternative" is not the proposed initial stocking level. Instead, it is the amount of preference that would be left when development of Isolated Tracts, material sites, and land treatments are complete and all identified lands have been transferred. The proposed initial stocking rate is present active preference. Adjustments toward the proposed preference would occur as discussed under Implementation in Appendix D.

3/ Public land acres not assigned to a condition class in these allotments are either covered by surface water or are cultivated.

4/ These allotments presently have no grazing preference or actual use, but have been grazed in the past. No grazing preference is proposed in any alternative.

5/ Nonrenewable grazing use would be converted to active preference.

TABLE D-2

PLANT SPECIES COMMONLY OCCURRING IN PRESENT VEGETATION TYPES

Vegetation Type	Grasses	Forbs	Shrubs and Trees
Major Vegetation Types			
Basin Big Sagebrush/Native Bunchgrasses	Needle-and-Thread Indian Ricegrass Bluebunch Wheatgrass Western Wheatgrass Sandberg's Bluegrass Basin Wildrye Cheatgrass	Tailcup Lupine False Dandelion Phlox Basamroot Locoweed	Basin Big Sagebrush Three-tip Sagebrush Gray Rabbitbrush
Basin Big Sagebrush/ Cheatgrass	Cheatgrass Sandberg's Bluegrass Bottlebrush Squirreltail Western Wheatgrass	Tumble Mustard Prickly Lettuce Tailcup Lupine Goatsbeard	Basin Big Sagebrush Three-tip Sagebrush Gray Rabbitbrush Green Rabbitbrush
Basin Big Sagebrush/ Crested Wheatgrass	Crested Wheatgrass Cheatgrass Sandberg's Bluegrass Western Wheatgrass	Tumble Mustard Prickly Lettuce Goatsbeard Alfalfa	Basin Big Sagebrush Three-tip Sagebrush Gray Rabbitbrush Green Rabbitbrush
Wyoming Big Sagebrush/ Cheatgrass	Cheatgrass Sandberg's Bluegrass Western Wheatgrass	Tumble Mustard Prickly Lettuce Goatsbeard	Wyoming Big Sagebrush Gray Rabbitbrush Green Rabbitbrush
Wyoming Big Sagebrush/ Crested Wheatgrass	Crested Wheatgrass Cheatgrass Sandberg's Bluegrass Western Wheatgrass	Tumble Mustard Goatsbeard Prickly Lettuce	Wyoming Big Sagebrush Gray Rabbitbrush Green Rabbitbrush
Wyoming Big Sagebrush/ Native Bunchgrass	Thurber's Needlegrass Bluebunch Wheatgrass Cheatgrass Bottlebrush Squirreltail Sandberg's Bluegrass	Phlox Balsamroot Lupine Locoweed	Wyoming Big Sagebrush Three-tip Sagebrush Gray Rabbitbrush
Crested Wheatgrass	Crested Wheatgrass Cheatgrass Sandberg's Bluegrass Western Wheatgrass	Tumble Mustard Goatsbeard Prickly Lettuce	Minor component of this vegetation type.
Three-tip Sagebrush/Native Bunchgrasses	Thurber's Needlegrass Bluebunch Wheatgrass Idaho Fescue Western Wheatgrass Sandberg's Bluegrass Nevada Bluegrass Cheatgrass	Lupine Balsamroot Locoweed Phlox Birdbeak	Three-tip Sagebrush Wyoming Big Sagebrush Basin Big Sagebrush Gray Rabbitbrush
Three-tip Sagebrush/ Cheatgrass	Cheatgrass Sandberg's Bluegrass Nevada Bluegrass Crested Wheatgrass	Tumble Mustard Goatsbeard Prickly Lettuce Phlox	Three-tip Sagebrush Wyoming Big Sagebrush Basin Big Sagebrush Gray Rabbitbrush

TABLE D-2 (Cont.)

PLANT SPECIES COMMONLY OCCURRING IN PRESENT VEGETATION TYPES

Vegetation Type	Grasses	Forbs	Shrubs and Trees
Major Vegetation Types (Cont.)			
Cheatgrass-Annual Weeds	Cheatgrass Sandberg's Bluegrass Western Wheatgrass	Tumble Mustard Goatsbeard Bur Buttercup Prickly Lettuce Tumbleweed	Minor component of this vegetation type.
Gray and Green Rabbitbrush/ Cheatgrass	Cheatgrass Sandberg's Bluegrass Western Wheatgrass	Tumble Mustard Goatsbeard Prickly Lettuce	Gray Rabbitbrush Green Rabbitbrush Wyoming Big Sagebrush Basin Big Sagebrush
Gray and Green Rabbitbrush/ Crested Wheatgrass	Crested Wheatgrass Cheatgrass Sandberg's Bluegrass Western Wheatgrass	Tumble Mustard Goatsbeard Prickly Lettuce	Gray Rabbitbrush Green Rabbitbrush Wyoming Big Sagebrush
Minor Vegetation Types			
Rocky Mountain Juniper/ Basin Big Sagebrush/ Cheatgrass	Cheatgrass Sandberg's Bluegrass Western Wheatgrass Needle-and-thread Sand Dropseed	Scurf-pea Evening Primrose Balsamroot Tumbleweed Lupine	Rocky Mountain Juniper Basin Big Sagebrush Gray Rabbitbrush Prickly-pear Cactus
Irrigated/Cultivated	Cheatgrass	Alfalfa Tumbleweed Prickly Lettuce Agronomic crops	
Mountain Big Sagebrush/ Idaho Fescue	Idaho Fescue Thurber's Needlegrass Basin Wildrye Prairie Junegrass Bluebunch Wheatgrass	Little Sunflower Lupine Tapertip Hawksbeard	Mountain Big Sagebrush Green Rabbitbrush Three-tip Sagebrush
Riparian	Tufted Hairgrass Kentucky Bluegrass Sedges	Cinquefoil	Willows Black Cottonwood Wild Rose

TABLE D-3

LIVESTOCK FORAGE BY ALLOTMENT FOR EACH ALTERNATIVE

Allotment Name	Number of Permittees	Present Active Preference	Proposed Active Preference for Each Alternative							
			Alternative A		Alternative B		Alternative C		Alternative D	
			AUMs	% Change	AUMs	% Change	AUMs	% Change	AUMs	% Change
Bennett Hills RA										
Antelope	1	1,384	497	- 64	1,644	+ 19	1,644	+ 19	554	- 60
Barren	1	72	33	- 54	0	-100	0	-100	27	- 63
Big Wood	1	12	9	- 25	9	- 25	9	- 25	4	- 67
Blue Lakes	1	20	0	-100	0	-100	0	-100	8	- 60
Briggs Creek	1	11	10	- 9	11	0	11	0	4	- 64
Camp I	3	1,779	1,723	- 3	1,666	- 6	1,672	- 6	712	- 60
Camp II	1	68	68	0	68	0	68	0	27	- 60
Camp III	1	38	23	- 40	0	-100	0	-100	14	- 63
Canyon	2	2,361	2,119	- 10	2,488	+ 5	2,096	- 11	858	- 64
Chute	1	68	68	0	68	0	68	0	27	- 60
Common	2	568	144	- 75	82	- 86	167	- 71	226	- 60
Dinky	1	80	0	-100	0	-100	80	0	32	- 60
Flat Top 1/	0									
Flume	1	10	10	0	0	-100	0	-100	4	- 60
40-Acre	1	14	14	0	0	-100	0	-100	6	- 57
Good Time	1	3,179	2,134	- 33	2,875	- 10	2,875	- 10	1,272	-60
Goose Lake	1	6	0	-100	6	0	6	0	2	- 67
Gunnery	1	1,223	515	- 58	1,676	+ 37	1,676	+ 37	489	- 60
Hansen	1	7	6	- 14	0	-100	7	0	3	- 57
Hazelton	1	50	40	- 20	50	0	27	- 46	11	- 78
Hull	1	60	0	-100	0	-100	0	-100	14	- 77
Hunt	2	326	212	- 35	326	0	326	0	130	- 60
Jerome	1	91	90	- 1	81	- 11	89	- 2	36	- 60
Junction	1	150	126	- 16	0	-100	0	-100	60	- 60
Lagoon	1	150	9	- 94	150	0	150	0	60	- 60
Land Lock 1/	0									
Lava Pot	1	60	47	- 22	60	0	60	0	24	- 60
Malad 1/	0									
Milner Dam	1	63	63	0	0	-100	63	0	25	- 60
Milner Plot	1	400	1,266	+217	449	+ 12	449	+ 12	160	- 60
Nasura	1	72	42	- 42	0	-100	0	-100	29	- 60
Northeast Interstate	1	74	15	- 80	22	- 70	22	- 70	30	- 60

TABLE D-3 (Cont.)

LIVESTOCK FORAGE BY ALLOTMENT
FOR EACH ALTERNATIVE

Allotment Name	Number of Permittees	Present Active Preference	Proposed Active Preference for Each Alternative							
			Alternative A		Alternative B		Alternative C		Alternative D	
			AUMs	% Change	AUMs	% Change	AUMs	% Change	AUMs	% Change
North Milner	9	4,493	4,632	+ 3	4,515	+ 1	4,464	- 1	1,786	- 60
Northside	2	240	222	- 8	156	- 35	156	- 35	96	- 60
Northwest Interstate 1/	0									
Notch Butte	7	1,688	1,891	+ 12	1,884	+ 12	1,884	+ 12	675	- 60
Pocket	4	790	423	- 47	180	- 77	180	- 77	316	- 60
Pole Line	1	882	344	- 61	1,031	+ 17	882	0	353	- 60
Quail	1	19	19	0	18	- 5	19	0	8	- 58
Quaker	1	30	30	0	0	-100	30	0	12	- 60
Rift	1	60	60	0	60	0	60	0	24	- 60
River	1	80	69	- 14	80	0	80	0	32	- 60
Rock Flat	1	60	0	-100	0	-100	0	-100	24	- 60
Sand Butte	3	1,186	1,286	+ 8	1,886	+ 59	1,286	+ 8	474	- 60
Sand Springs	1	12	5	- 58	12	0	12	0	5	- 58
7-Mile	1	341	308	- 10	412	+ 21	412	+ 21	136	- 60
Shoestring Cattle	2	374	360	- 4	0	-100	0	-100	150	- 60
Shoestring Sheep	3	736	427	- 42	3	- 99	3	- 99	294	- 60
Short Line	1	59	55	- 7	51	- 14	51	- 14	24	- 59
Shoshone	1	204	178	- 13	567	+178	204	0	82	- 60
South Gooding	1	44	26	- 41	44	0	44	0	18	- 59
South Interstate	1	179	0	-100	0	-100	0	-100	64	- 64
South Milner	2	1,536	1,550	+ 1	1,830	+ 19	1,453	- 5	582	- 62
Tunupa	2	519	428	- 18	457	- 12	519	0	208	- 60
Tuttle	1	46	43	- 7	46	0	46	0	18	- 61
Vineyard	1	200	40	- 80	0	-100	25	- 88	10	- 95
Weatherwax	1	6	6	0	0	-100	0	-100	2	- 67
Wendell Cattle	4	2,681	2,086	- 22	1,149	- 57	1,149	- 57	1,071	- 60
Monument RA										
Bench	1	60	58	- 3	60	0	60	0	24	- 60
Borah	1	50	37	- 26	50	0	50	0	20	- 60
Bowl Crater	1	133	5	- 96	82	- 38	91	- 32	53	- 60
Cedar Fields	1	470	452	- 4	692	+ 47	554	+ 18	188	- 60
Crater Butte	7	1,527	1,317	- 14	1,744	+ 14	1,454	- 5	611	- 60
Dietrich Butte	11	5,419	5,039	- 7	5,396	- 1	5,398	- 1	2,168	- 60

TABLE D-3 (Cont.)

LIVESTOCK FORAGE BY ALLOTMENT
FOR EACH ALTERNATIVE

Allotment Name	Number of Permittees	Present Active Preference	Proposed Active Preference for Each Alternative							
			Alternative A		Alternative B		Alternative C		Alternative D	
			AUMs	% Change	AUMs	% Change	AUMs	% Change	AUMs	% Change
Dune	1	125	125	0	0	-100	0	-100	0	-100
Eagle Rock	1	127	127	0	140	+ 10	140	+ 10	51	- 60
East Dietrich	1	115	98	- 15	0	-100	0	-100	46	- 60
East Minidoka	1	4,430	1,798	- 59	3,016	- 32	3,075	- 31	1,772	- 60
East Richfield	1	58	49	- 16	58	0	58	0	23	- 60
80	1	11	11	0	0	-100	0	-100	4	- 64
Hawley	1	99	110	+ 11	0	-100	0	-100	40	- 60
Kimama	5	5,766	2,112	- 63	5,738	- 1	4,921	- 15	2,303	- 60
Laidlaw Park	32	13,059	8,204	- 37	14,559	+ 12	14,217	+ 9	5,224	- 60
Lake Channel	8	4,687	4,711	+ 1	3,362	- 28	4,736	+ 1	1,875	- 60
Minidoka	14	18,808	9,121	- 52	18,690	- 1	15,708	- 16	7,494	- 60
Norland	1	661	672	+ 2	58	- 91	213	- 68	231	- 65
Pagari	8	2,901	1,762	- 39	1,890	- 35	1,846	- 36	1,158	- 60
Poison Lake	1	3,262	1,259	- 61	3,262	0	2,201	- 33	1,305	- 60
Ponderosa	1	30	30	0	30	0	30	0	12	- 60
Railroad	1	96	98	+ 2	0	-100	0	-100	38	- 60
Sand	1	450	447	- 1	257	- 43	267	- 41	170	- 62
Schodde	2	3,017	3,089	+ 2	3,250	+ 8	3,212	+ 7	1,207	- 60
Star Lake East	13	6,993	4,286	- 39	5,130	- 27	5,223	- 25	2,756	- 61
Star Lake West	20	15,735	15,952	+ 1	24,416	+ 55	25,339	+ 61	6,294	- 60
Station	1	56	72	+ 29	0	-100	46	- 18	18	- 68
200	1	59	49	- 17	0	-100	0	-100	9	- 85
Walcott	8	2,166	2,388	+ 10	2,482	+ 15	2,320	+ 7	866	- 60
Wildhorse	26	29,438	10,313	- 65	29,503	+ 1	27,196	- 8	11,775	- 60
Wilson	1	466	0	-100	0	-100	0	-100	64	- 86

1/ These allotments presently have no grazing preference or actual use, but have been grazed in the past. No grazing preference is proposed in any alternative.

APPENDIX E

LANDS

STANDARD OPERATING PROCEDURES

Withdrawals

It is BLM policy to review all withdrawals on and classifications of public lands by October 20, 1991, and to eliminate all unnecessary withdrawals and classifications. Evaluation of the withdrawals and classifications will be made in conjunction with the land use planning process and will consider the following:

1. For what purpose were the lands withdrawn?
2. Is that purpose still being served?
3. Are the lands suitable for return to the public domain (e.g., not contaminated or "property" such as buildings).

The environmental assessment or planning process will be followed to consider alternative methods of meeting the withdrawal/classification objectives (e.g., rights-of-way, cooperative agreements).

Withdrawal/classification modifications and extensions must provide for maximum possible multiple uses, with particular emphasis upon mineral exploration and development.

Transfers

Lands disposal actions are, primarily, accomplished under sale, agricultural entry, exchange, and R&PP land laws. Miscellaneous transfers can also occur through Color of Title actions, airport conveyances, and State in lieu selections.

All disposals of public lands must be consistent with the planning requirements of FLPMA and must also be evaluated through the environmental assessment process. Public notice will be given on each disposal action and each action may be protested or appealed.

A primary consideration in all disposal actions is to provide protection for existing rights, access, and future anticipated needs. This protection is provided for through the issuance of rights-of-way to existing users or reservations to the Federal government in areas of anticipated need.

General considerations for the major types of disposal actions are discussed below.

Agricultural

Consideration for allowing the use of public lands for agricultural development generally falls into four steps. They are:

1. The lands must be identified for disposal through the land use planning process.
2. The lands must be physically suited for agricultural development (classification).
    a. They must be desert in character (e.g., they must be irrigated to grow an agricultural crop).
    b. They must contain a majority of Class III or better irrigable soils *as established using SCS Land Capability Classification Standards (USDA, Soil Conservation Service 1961)*. Considerations made in the classifications include percentages of soil types, depth, slope, and erosion potential.
    c. Farmable acreage must be susceptible to irrigation.
3. Post Classification (Allowance or Rejection)
    a. An economic analysis must show a high likelihood that the lands can be farmed at a profit over a long term.
    b. Applicant must show a legal right to appropriate water including a permit to drill a well if part of the operation.
4. Compliance
    a. The entryman must show compliance with cultivation, fund expenditure, irrigation system development, and publication requirements, and payment of required fees to obtain patent to the land.

Under Carey Act development, the Bureau's primary concerns are retention vs. disposal determination and physical suitability of the land. Application processing and feasibility study evaluations are the responsibility of the State of Idaho.

Exchanges

Before an exchange can be consummated, the BLM must determine that the public interest will be well served by making the exchange. Full consideration will be given to improved Federal land management and the needs of State and local publics through an evaluation of the needs for lands for economic development, community expansion, recreation areas, food, fiber, minerals, and wildlife. Another consideration is that lands must be equal in value, or, if not equal, a cash payment not exceeding 25 percent of the total value of Federal lands may be made by the appropriate party to equalize the values.

Sales

Sales of public lands can be made upon consideration of the following criteria:

1. Such parcel, because of its location or other characteristics, is difficult and uneconomic to manage as part of the public lands, and is not suitable for management by another Federal department or agency; or

2. Such parcel was acquired for a specific purpose and is no longer required for that or any other Federal purpose; or

3. Disposal of such parcel will serve important public objectives, including but not limited to, expansion of communities and economic development which cannot be achieved prudently or feasibly on land other than public land and which outweigh other public objectives and values. These include, but are not limited to, wildlife, grazing, recreation, and scenic values which would be served by maintaining such parcel in Federal ownership.

Sales may be made through (1) competitive bidding, (2) modified competitive bidding wherein some individual(s) may be given the opportunity to match the high bid, and (3) direct sale wherein the tract is sold at fair market value to a predetermined buyer. All sales must be made at no less than fair market value as determined by the approved procedure, generally an official appraisal.

Land Use Authorizations

Land use permits under Section 302 of FLPMA should be used as an interim management measure for resolving unauthorized use problems prior to a final land use/status determination, and for one time use of short duration. Leases may be used as a longer term (5 to 10 years) interim management tool, particularly where future disposal or dedication to another particular land use is contemplated. The latter may allow for agricultural use on a site that may be needed in the future for communication purposes, materials source, or community expansion needs.

Cooperative agreements must be used with other Federal entities for uses which are not appropriately covered by a right-of-way or a withdrawal. Flood control and aquifer recharge areas may be most appropriately covered by cooperative agreements.

Airport leases are considered only when a definite need has been shown, supported by a specific development and management plan, and a showing of financial capability to carry out the project.

Each action would require a site-specific examination. An environmental assessment would be prepared on the proposal with special emphasis placed upon identification and mitigation of adverse effects upon resource values such as threatened, endangered, or sensitive species, cultural resources wetland/riparian zones, and flood plains.

Unauthorized Use

It is BLM policy to identify, abate, and prevent unauthorized use of public lands. Trespass settlement is geared to recover at least fair market value for the unauthorized use and to require rehabilitation of the land and resources damaged by the unauthorized action. Settlements may be made through administrative action or through civil or criminal court proceedings.

APPENDIX F

DETAILED DISCUSSION OF AREAS BEING STUDIED FOR WILDERNESS

Only Congress can add an area to the National Wilderness Preservation System. BLM and the Secretary of the Interior make suitability recommendations to the President, who in turn makes recommendations to Congress. A final wilderness EIS is prepared for Congress along with a wilderness study report on each WSA.

A separate final wilderness EIS will be prepared for the suitability recommendations made in the Monument RMP. It will contain a detailed analysis and rationale for the suitability recommendations. All individuals and organizations on the Monument RMP mail list will receive a copy of the final wilderness EIS.

APPENDIX G

RECREATION

METHODOLOGY

A variety of baseline data from various agencies and professional assumptions were used to calculate present and projected visitor use days for recreation activities. Professional judgment was used to determine portions of baseline data applicable to the planning area. Visitor use figures reflect all recreation use for a particular activity within the planning area, including use on State, private, and other Federal agency-administered public lands. Any attempt to isolate recreation use occurring on BLM-administered public land from that occurring on other lands would increase the likelihood of error and would not adequately reflect interrelationships between public and private land resources on which recreation activities are based.

Visitor use days were calculated for some recreation activities (antelope, small game, waterfowl, and sage grouse hunting; warm water fishing; and motorized boating) that remained relatively static from one alternative to the next. These activities will not be addressed further.

Following are the significant recreation resources affected by the alternatives, the source of the baseline data, and methods used to arrive at visitor use figures.

Mule Deer Hunting. Game management units providing hunting for mule deer within the planning area were identified through review of the Idaho Big Game Regulations. Hunter days provided in the Idaho Department of Fish and Game's Mule Deer 1981-85 provided baseline data from which present and projected use were calculated. The long-term (20-year) projection was lowered because it was felt that activity growth would taper off due to only a marginal deer population growth rate.

Pheasant Hunting. Pheasant hunter days and projected five-year increases for the State of Idaho were gathered from the A Plan for Managing Idaho's Upland Game Resources in 1981-1985 (Draft) prepared by the Idaho Department of Fish and Game. Professional judgment was used to determine that segment of statewide hunter days applicable to the planning area.

Hungarian Partridge Hunting. Partridge hunter days and projected five-year increases for the State of Idaho were gathered from the A Plan for Managing Idaho's Upland Game Resources in 1981-1985 (Draft) prepared by the Idaho Department of Fish and Game. Professional judgment was used to determine that segment of statewide hunter days applicable to the planning area.

Nature Study. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

Cold Water Fishing. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

ORV Use. Visitor use days are based on professional judgment. Growth estimates are based on State of Utah ORV registration data from previous years.

Float Boating. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

Dispersed Recreation. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

APPENDIX H

CULTURAL RESOURCES

STANDARD OPERATING PROCEDURES

The Bureau of Land Management is required to identify, evaluate, and protect cultural resources on public lands under its jurisdiction and to ensure the Bureau-initiated or Bureau-authorized actions do not inadvertently harm or destroy non-federal cultural resources. These requirements are mandated by the Antiquities Act of 1906, the Reservoir Salvage Act of 1960 as amended by P.L. 933-191, the National Environmental Policy Act of 1969, Executive Order 11593 (1971), the Archaeological Resources Protection Act of 1979, and Section 202 of the Federal Land Policy and Management Act of 1976.

Prior to commencement of any Bureau-initiated or authorized action, which involves surface disturbing activities, sale or transfer from Federal management, the BLM will conduct or cause to be conducted, a Class III (intensive) inventory as specified in BLM Manual Section 8111.4, supplementing previous surveys to locate, identify, and evaluate cultural resource properties in the affected areas. If properties that may be eligible for the National Register are discovered, the BLM will consult with the State Historic Preservation Officer (SHPO) and forward the documentation to the Keeper of the National Register to obtain a determination of eligibility in accordance with 36 CFR Part 63.

Cultural resource values discovered in a proposed work area would be protected by adhering to the following methods.

1. Redesigning or relocating the project.

2. Salvaging, through scientific methods, the cultural resource values pursuant to the SHPO agreement.

3. Should the site be determined to be of significant value; *eligible for or on the National Register of Historic Places;* and/or the above mentioned methods are not considered adequate, the project would be abandoned.

APPENDIX I

SOILS

SOIL EROSION CALCULATION

Wind Erosion Equation

Erosion rates were calculated using the ARS Wind Erosion Equation described in Agricultural Research Service Special Report 22-69, A Universal Equation for Measuring Wind Erosion. This equation, developed by ARS scientists, gives an estimate of wind erosion. The equation was developed from experimental tests in the laboratory and in the field. Most of the work has been done at the ARS Wind Erosion Laboratory at Kansas State University, Manhattan, and surrounding areas. The equation is as follows: E = IRKFCWDB.

Where:

I = soil cloddiness factor--the ratio between nonerodible and erodible soil aggregates
R = surface cover factor
K = ridge roughness equivalent factor--how rough or smooth the surface is
F = soil abradability or stability factor--the soil textural class or its inherent tendency to erode
C = wind velocity-surface soil moisture factor--where the field is located geographically
W = field width factor
D = wind direction factor
B = the wind barrier factor

Musgrave Equation - Water

Erosion rates were calculated using the Musgrave Equation as outlined in the BLM Manual Section 7317.22. This equation, developed by G. W. Musgrave, gives an estimate of sheet erosion by water. The equation was developed from measured erosion rates on plots with 10 percent slope, 72.6 feet slope length, and a 30-minute rainfall of 1.375 inches. The equation is as follows:

$$E = FR\ (S/10)^{1.35}\quad (L/72.6)^{0.35}\quad (P/1.375)^{1.75}$$

Where:

E = sheet erosion in tons/acre/year
F = basic erosion rate of bare soil in tons/acre/year
R = cover factor
S = average slope of contributing area in percent
L = length of longest contributing meander waterway in feet
P = maximum 2-year frequency, 30-minute rainfall in inches

Existing Erosion Rates

The data gathered during the soil and vegetation inventories were used in conjunction with the nomographs and illustrations in BLM Manual 7317.22 and the ARS Special Report to solve the equations. Erosion factors were calculated for each soil map unit and a weighted average of soil erosion rates by soil map unit for each allotment was computed.

Changes in Erosion Rates

The main variable in the wind erosion equation that would be affected by the proposals in this RMP is the Cover Factor (R), which is the amount of vegetal cover on the ground in pounds/acre. The Soil Cloddiness Factor (I) would decrease in livestock concentration areas because of the breakdown in soil structure which would decrease the amount of nonerodible soil aggregates.

The main variable in the Musgrave Equation that would be affected is also the Cover Factor (R), however it is inversely related to the percent of ground cover. The Basic Erosion Rate (F) would increase in areas of livestock concentration because soil infiltration and permeability would decrease due to compaction.

The other variables would be essentially independent of grazing management and were considered constant for purposes of analysis. Estimated changes in cover resulting from forage allocation were based on proposed adjustments in stocking rates. A reduction in livestock numbers would increase the amount of vegetation and litter remaining on the ground.

The impacts on soil erosion due to grazing management, which includes grazing systems, range improvements, seasons of use and kinds of livestock, were based on estimated changes in vegetation production in the long term (20 years). An increase in production would increase cover and a decrease in production would decrease cover.

Changes in soil erosion due to range improvements would be dependent on the kind of treatment. For each treatment, the degree of disturbance was evaluated to estimate the decrease in ground cover (estimated to be 25 to 100 percent in the short term). The majority of areas were predicted to revegetate within approximately two years, reducing erosion rates accordingly. In the long term, reduction in cover, increased compaction, and soil disturbance in livestock concentration areas would cause the erosion rates to increase.

Soils Map and Table

Most of the soils on public lands in the Monument Planning Area were inventoried by the Soil Conservation Service and Bureau of Land Management between 1980 and 1983. The survey shows the extent and location of the soils and general information for planning purposes. Standards and procedures were followed to meet the requirements of the National Cooperative Soil Survey. The inventory was mapped at a scale of 1:24,000. Mapping units consisted of phases of soil series and complexes. Soil boundaries were drawn on aerial photos using a stereoscope and then field checked. Individual soils were identified and described from soil pits. Percentages of each soil within a mapping unit were obtained by on-the-ground observation, photo interpretation, and some aerial observation. An unpublished soil survey report showing the boundary and extent of mapping units and detailed profile and mapping unit descriptions is available at the Shoshone District Office.

Some soils information was taken from existing surveys covering predominantly private lands (USDA, Soil Conservation Service 1975, 1981; USDA, Bureau of Chemistry and Soils 1927, 1928, 1929).

Map 14 shows the broad soil patterns of the planning area. Each soil map unit consists of one or more soils of major extent and some soils of minor extent, and is named for the major soils. The kinds of soil in one map unit may occur in the other map units, but in a different pattern. This map also shows areas with high erosion potential and agricultural potential.

Table I-1 gives soil potentials for erosion, agricultural development, and rangeland productivity. The capability class shows, in a general way, the suitability of soils for most kinds of field crops. The soils are grouped into capability classes according to their limitation if used for crops, the risk of damage when they are used, and the way they respond to treatment. Class 1 has the fewest limitations, whereas class 7 has very severe limitations. Capability class was determined as described in National Soils Handbook (USDA, SCS 1974).

TABLE I-1

SOIL POTENTIALS

Soil	Map Unit Numbers	Erosion Potential		Ag Potential Capability Class	Rangeland Productivity Pounds/Acre/Year
		Wind	Water		
Arloval	3	Moderate-High	None-Slight	2, 3	1100 - 1500
Banbury	8, 13, 14	Slight-Moderate	Slight-Very High	4, 6	350 - 550
Bancroft	12	Slight	Slight-High	3, 4	900 - 1300
Carey Lake	1	Slight-Moderate	None-Slight	3	900 - 1300
Cinderhurst	18	None-Slight	None-Slight	7	250 - 350
Cox	11	Moderate	Slight-Moderate	4, 6	350 - 550
Decker	3	Moderate	None-Slight	2, 3	1100 - 1500
Declo	2, 4	Moderate	None-Slight	2, 3, 4	550 - 850
Deerhorn	10	Moderate	Slight-Moderate	3, 4, 6	650 - 950
Feltham	4, 5	High	None-Moderate	3, 4, 6	500 - 800
Gooding	17	Slight-Moderate	Slight-High	3, 4	450 - 750
Kecko	7	Moderate-High	None-Moderate	2, 3, 4	500 - 850
Little Wood	1	None-Slight	None-Slight	4	800 - 1200
McBiggam	12	Slight	Slight-Moderate	3	1100 - 1500
McCain	13, 14, 16	Moderate	Slight-High	3, 4, 6	550 - 850
McCarey	12	Slight-Moderate	Slight-High	3, 4, 6	700 - 1100
Minidoka	15	Moderate	Slight-High	3, 4, 6	550 - 850
Minveno	9, 15	Moderate	Slight-Very High	4, 6	350 - 550
Paulville	2, 8, 9, 13	Slight-Moderate	None-Moderate	2, 3	550 - 1200
Portneuf	6, 15	Slight-Moderate	Slight-Moderate	2, 3	550 - 850
Power	16, 17	Slight	Slight-Moderate	2, 3	550 - 850
Quincy	5, 6, 7	High-Very High	Slight-Moderate	4, 6	400 - 600
Rehfield	10, 11	Moderate-High	Slight-Moderate	2, 3	600 - 950
Sidlake	8	Moderate-High	Slight-Moderate	3, 4, 6	500 - 850
Snowmore	9	Slight-Moderate	Slight-Moderate	3, 4, 6	500 - 850
Trevino	18	Moderate	Slight-Very High	4, 6, 7	300 - 500
Vining	5, 7	Moderate-High	Slight-Moderate	3, 4, 6	500 - 800
Wodskow	3	Moderate	None-Slight	2	900 - 1300

APPENDIX J

ECONOMIC CONDITIONS

LIST OF ASSUMPTIONS

1. County: Minidoka
2. Crop Distribution:

Alfalfa Hay	33%
Barley	33%
Potatoes	34%

3. Total Acreage of Farm: 210 acres
4. Will water be pumped? Yes
5. Yearly per acre cost of pumping: $51.08/acre
6. Irrigation system Cost: $53.02/acre
7. SCS soil type percentages: Type 2 = 5%; Type 3 = 15%; Type 4 = 80%
8. Wage rate: $3.35/hour
9. Annual interest on production credit: 14%
10. Term of production credit loan: 12 months
11. Taxes and overhead: 3% of costs
12. Revenue Adjustment Factor: 10% of total revenue
13. Value of land: $25/acre
14. Annual payments on land: $702.86
15. Fiscal Year 84 Normalized Prices

TABLE J-1

SUMMARY TABLE BY CROP AND WEIGHTED VALUES

Crop	Percent Distribution	Total Revenue	Total Production Costs	Net Revenue
Alfalfa Hay	33	15,677.48	17,494.87	- 1,187.39
(per acre)		226.23	252.45	- 26.23
Barley	33	10,446.98	16,989.15	- 6,542.17
(per acre)		150.75	245.15	- 94.40
Potatoes	34	83,143.23	72,978.95	10,164.28
(per acre)		1,164.47	1,022.11	142.36
Farm Totals	100	109,267.68	107,462.97	1,804.71

TABLE J-2

FARM BUDGET

Operation or Item	Per Acre				Total
	Times Over	Costs or Receipts	Unit Total	Subtotal	
TOTAL REVENUE: ALFALFA HAY	3.38 Ton	at 67.03/ton		226.23	$ 15,677.48
PRODUCTION COSTS					
Establishment - Alfalfa	1.00	at 14.88/acre	14.88		
Corrugate	1.00	at 5.00/acre	5.00		
Fertilizing - Broadcast	1.00	at 3.75/acre	3.75		
P205	90.00 unit	at 0.22/unit	19.80		
Spraying - Ground Rig	1.00	at 4.50/acre	4.50		
Furagon, Cygon, Thiedon	1.50 pt	at 6.25/acre	9.38		
Swath - Alfalfa	3.00	at 8.00/acre	24.00		
Bale - Alfalfa	3.38 ton	at 7.50/ton	25.31		
Haul and Stack - Alfalfa	3.38 ton	at 5.00/ton	16.88		
(Labor [included above]			8.61)		
Subtotal Production Costs				123.49	
Taxes and Overhead (Farm)	3 percent of Production Costs			3.70	
Inputted Per Acre Pumping Cost			51.08		
Inputted Per Acre Irrigation Cost			53.02		
Subtotal Water Costs				104.10	
Interest on Production Cost	14 percent for 12 months			17.81	
Annual Land Payment				3.35	
TOTAL COSTS				252.45	$ 17,494.87
NET REVENUE: ALFALFA HAY				- 26.23	$- 1,817.39
REVENUE ADJUSTMENT	10 percent of Total Revenue			22.62	$ 1,567.75
ADJUSTED NET REVENUE				- 3.60	$ - 249.65
TOTAL REVENUE: BARLEY	56.25 bu	at 2.68/bu		150.75	$ 10,446.98
PRODUCTION COSTS:					
Disc and Harrow	1.00	at 7.00/acre	7.00		
Seed - Barley	125.00 lbs	at 0.13/lb	16.25		
Planting - Small Grain	1.00	at 7.70/acre	7.70		
Fertilizing - Broadcast	1.00	at 3.75/acre	3.75		
N	85.00 unit	at 0.31/unit	26.35		
Spraying - Ground Rig	1.00	at 4.50/acre	4.50		
2,4-D	2.00 pt	at 1.37/pt	2.74		
P205	40.00 unit	at 0.22/unit	8.80		
Combine - Small Grains	1.00	at 25.00/acre	25.00		
Haul - Barley	56.25 bu	at 0.12/bu	6.75		
Storage - Small Grains, 6 months	56.25 bu	at 0.15/bu	8.44		
(Labor [included above]			5.62)		
Subtotal Production Costs				117.28	
Taxes and Overhead (Farm)	3.00 percent of Production Costs			3.52	
Inputted Per Acre Pumping Cost			51.08		
Inputted Per Acre Irrigation Cost			53.02		
Subtotal Water Costs				104.10	
Interest on Production Cost	14 percent for 12 months			16.91	
Annual Land Payment				3.35	
TOTAL COSTS				245.15	$ 16,989.15
NET REVENUE: BARLEY				- 94.40	$- 6,542.17
REVENUE ADJUSTMENT	10 percent of Total Revenue			15.08	$ 1,044.70
ADJUSTED NET REVENUE				- 79.33	$- 5,497.47

TABLE J-2 (Cont.)

FARM BUDGET

	Per Acre					
Operation or Item	Times Over		Costs or Receipts	Unit Total	Subtotal	Total
TOTAL REVENUE: POTATOES	234.30 CWT	at	4.97/CWT		1,164.47	$ 83,143.23
PRODUCTION COSTS						
Plow Stubble (Moldboard)	1.00	at	13.50/acre	13.50		
Disc and Harrow	2.00	at	7.00/acre	14.00		
Chisel and Mark	1.00	at	8.00/acre	8.00		
Planting - Potatoes	1.00	at	48.00/acre	48.00		
Seed - Potatoes	20.00 CWT	at	9.00/CWT	180.00		
Fertilizing - Broadcast	4.00	at	3.75/acre	15.00		
N	250.00 unit	at	0.31/unit	77.50		
P205	120.00 unit	at	0.22/unit	26.40		
K20	100.00 unit	at	0.17/unit	16.90		
Spraying - Ground Rig	1.00	at	4.50/acre	4.50		
Sencor	1.00 lb	at	9.83/lb	9.83		
Fungicide (2 Applications)	6.00 pt	at	3.00/pt	18.00		
Zinc	10.00 unit	at	1.00/unit	10.00		
Dyston or Temik	20.00 lb	at	2.20/lb	44.00		
Side Dress	1.00	at	8.50/acre	8.50		
Monitor	1.00	at	16.00/acre	16.00		
Vine Kill	1.00	at	11.00/acre	11.00		
Cultivating - Potatoes	3.00	at	8.00/acre	24.00		
Spraying - Aerial	4.00	at	7.50/acre	30.00		
Dig and Load - Potatoes	234.30 CWT	at	0.45/CWT	105.43		
Haul - Potatoes	234.30 CWT	at	0.20/CWT	46.86		
Storage - Potatoes	234.30 CWT	at	0.22/CWT	51.55		
(Labor [included above]				27.80)		
Subtotal Production Costs					778.97	
Taxes and Overhead (Farm)	3.00 percent of Production Costs				23.37	
Inputted Per Acre Pumping Cost				51.08		
Inputted Per Acre Irrigation Cost				53.02		
Subtotal Water Costs					104.10	
Interest on Production Cost	14 percent for 12 months				112.33	
Annual Land Payment					3.35	
TOTAL COSTS					1,022.11	$ 72,978.95
NET REVENUE: POTATOES					142.36	$ 10,164.28
REVENUE ADJUSTMENT	10 percent of Total Revenue				116.45	$ 8,341.32
ADJUSTED NET REVENUE					258.80	$ 18,478.60

TABLE J-3

DETAILED COMPARISON OF EFFECTS OF THE ALTERNATIVES

Element	Alternative A	Alternative B	Alternative C	Alternative D	Sub-Alternative D
GRAZING-RELATED					
Annual Income Change	- $ 6,138	+ $1,600,000	+ $1,400,000	- $1,200,000	- $1,800,000
Employment Change	---	+ 86	+ 75	- 65	- 102
Range Improvement Costs					
Installation Costs	---	$2,522,000	$1,602,700	$732,500	---
Income	---	$1,500,000	$920,000	$400,000	---
Employment	---	65	42	19	---
Maintenance	---	$42,100	$33,500	$17,800	---
Income	---	$24,200	$19,200	$9,800	---
Employment	---	1	1	0	---
Grazing Fee Changes	- $ 660	+ $104,170	+ $89,974	- $77,562	- $195,784
Range Improvement Fund	- $ 330	+ $52,085	+ $44,987	- $38,781	- $97,892
Federal Treasury	- $ 247	+ $39,064	+ $33,740	- $29,086	- $73,419
State of Idaho	- $ 83	+ $13,021	+ $11,247	- $9,695	- $24,473
Total Capital Value Change					
High	- $81,000	+ $13,100,000	+ $11,300,000	- $9,700,000	- $24,500,000
Low	- $18,000	+ $ 2,900,000	+ $ 2,500,000	- $2,200,000	- $ 5,400,000
Ranches Threatened	0	0	0	75	138
RECREATION-RELATED					
Annual Income Change	+ $2,000,000	+ $1,900,000	+ $2,000,000	+ $2,100,000	+ $2,100,000
Employment Change	+ 202	+ 185	+ 202	+ 206	+ 206
CROP AGRICULTURE RELATED					
Annual Income Change	---	+ $4,400,000	+ $2,700,000	+ $300,000	+ $300,000
Annual Employment Change	---	+ 404	+ 228	+ 32	+ 32
Electricity Costs	---	$18,300,000	$11,000,000	$1,300,000	$1,300,000
Irrigators Share	---	$2,900,000	$1,800,000	$200,000	$200,000
Others Share	---	$15,400,000	$9,200,000	$1,100,000	$1,100,000
Water System Costs	---	$13,900,000	$8,400,000	$500,000	$500,000
LAND TRANSFER BENEFIT	$345,800	$3,678,400	$2,437,900	$130,500	$130,500
FIRE SUPPRESSION COSTS (Annually)	$306,180	$308,400	$316,180	$355,180	$475,160
SUMMARY TOTALS					
Total Annual Income Change (Grazing, Recreation and Crop)	+ $2,000,000	+ $7,900,000	+ $6,000,000	+ $1,200,000	+ $600,000
Total Employment Change (Grazing, Recreation and Crop)	+ 202	+ 676	+ 506	+ 173	+ 136
Annual Costs (Range Improvement and Fire)	$306,180	$476,600	$429,815	$408,905	$475,160

GLOSSARY

aa: A Hawaiian term for basaltic lava flows typified by a rough, jagged, spinose, clinkery surface.

Active Grazing Preference: The number of animal unit months (AUMs) of grazing that eligible livestock operators may annually license on public lands. Sometimes referred to as "grazing preference."

Activity Plans: Site-specific, detailed plans developed after approval of a RMP. The RMP identifies where activity plans are needed to implement the general management decisions of the RMP. Activity plans are generally resource specific covering major program areas. Examples of activity plans are habitat management plans (HMPs) for a wildlife habitat management area, allotment management plans (AMPs) for specific grazing allotments, and a limited fire suppression plan for the Monument Planning Area.

Actual Use: The livestock use (in AUMs) made during one grazing season by livestock on the forage of an area. Actual use may differ from active grazing preference due to yearly variations in a livestock operation or forage availability.

Allotment: An area of public land designated and managed for livestock grazing It consists of one or more pastures and may include private, State, and/or other land ownerships.

Allotment Management Plan (AMP): A documented program which applies to livestock operations on the public lands which is prepared in consultation, cooperation, and coordination with the permittee(s) and others involved. It prescribes the manner in and extent to which livestock operations will be conducted in order to meet the multiple use and sustained yield objectives as determined in the resource management plan.

Animal Unit Month (AUM): A standardized unit of measurement of the amount of forage (800 pounds dry weight) necessary for the complete subsistence of one animal unit (one cow or one horse or five sheep, all over six months old) for one month.

Apparent Trend: See Trend.

Area of Critical Environmental Concern (ACEC): An area established through the planning process as provided in FLPMA where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values; fish and wildlife resources, or other natural systems or processes; or to protect life and safety from natural hazards.

Average Actual Grazing Use: The arithmetic mean (average) of authorized (or licensed) grazing in AUMs over a particular time period.

Bailey-Kuchler System: A classification system that divides the United States into ecosystems based on climate, vegetation, soils, and landform.

Basalt: Any fine-grained, dark-colored, igneous rock.

Brush Control: Reduction of the density or amount of shrubs in an area by burning, spraying, plowing, chaining, discing, or similar means.

Bureau Planning System: A process used in the BLM to establish land use allocations, constraints, and objectives for various categories of public land use.

Burning Index (BI): A number related to the contribution of fire behavior to the effort of containing a fire. The magnitude of the containment job actually increases more than twice as fast at the BI.

Candidate Species: A plant or animal species that is under consideration by the U.S. Fish and Wildlife Service for listing as either Threatened or Endangered.

Carey Act: Passed in 1894 and subsequently amended, this act allows a person to file a patent application on up to 160 acres (320 acres for a husband and wife) of public land with the intent of developing said land for cultivated agriculture. The applicant must live on the tract as one condition of obtaining patent.

Categorical Review Process: The process of determining whether a proposed action is a categorical exclusion. A categorical exclusion is a category of actions which do not individually or cumulatively have a significant effect on the human environment and for which neither an environmental assessment nor an environmental impact statement is required.

Cherrystem: A dead-end road that protrudes into a WSA. The WSA boundary is formed around this road.

Climax Plant Community: The culminating stage in plant succession for a given site where the vegetation consists of a stable community of adapted native plants.

Closed ORV Designation: Motorized vehicles are prohibited.

Condition:

Ecological Condition - The present state of the vegetation on a range site in relation to the climax (natural potential) plant community for that site.

Seeded Condition - The amount and productivity of seeded species measured in terms of maximizing production of forage for livestock. Considers the amount of reinvading shrub species in the treatment area.

Contiguous: Lands or legal subdivisions having a common boundary; lands having only a common corner are not contiguous.

Coordinated Resource Management Plan: A plan developed to formulate a resource management program that integrates and makes provision for all resource values and uses within the selected geographical area. The plan is coordinated with the Soil Conservation Service, U.S. Forest Service, Idaho Department of Fish and Game, Idaho Department of Lands, BLM, and livestock permittees.

Council on Environmental Quality (CEQ): Established in the Executive Office of the President by NEPA. Among other items, CEQ establishes regulations to tell Federal agencies what they must do to comply with NEPA.

Critical Minerals or Materials: Those materials vital to the national defense defense, the main source of which is within the continental limits of the United States, which may not be produced in quality and quantity sufficient to meet requirements.

Cultural Resources: Those fragile and nonrenewable remains of human activity occupation, or endeavor, reflected in districts, sites, structures, buildings, objects, artifacts, ruins, works of art, architecture, and natural features, that were of importance in human events. These resources consist of (1) physical remains, (2) areas where significant human events occurred--even though evidence of the event no longer remains, and (3) the environment immediately surrounding the actual resource. Cultural resources, including both prehistoric and historic remains, represent a part of the continuum of events from the earliest evidences of man to the present day.

Desert Land Entry (DLE): Passed in 1877 and subsequently amended, this act allows a State resident to file a patent application on up to 320 acres of public land with the intent of developing said land for cultivated agriculture.

Ecological Condition: See Condition.

Ecological Site: A distinctive kind of rangeland which, in the absence of abnormal disturbance and physical site deterioration, has the potential to support a native plant community typified by an association of species different from that of other sites. This differentiation is based upon significant differences in kind or proportion of species, or total productivity.

Ecosystem: An ecological unit consisting of both living and nonliving components which interact to produce a natural, stable system.

Environmental Assessment (EA): A concise public document prepared to provide sufficient evidence and analysis for determining whether to prepare an environmental impact statement or a finding of no significant impact. It includes a brief discussion of the need for the proposal, alternatives considered, environmental impact of the proposed action and alternatives, and a list of agencies and persons consulted.

Environmental Impact Statement (EIS): A written analysis of the impacts on the environment of a proposed project or action.

Exchange-of-use (EOU): An agreement between the BLM and an applicant having ownership or control of non-Federal land within a grazing allotment. The applicant is allowed to license a designated number of AUMs without payment, provided that during the length of the agreement, the BLM has control and management of the non-Federal land for grazing purposes. Non-Federal lands within an allotment and not covered by an EOU agreement are also managed in conjunction with the Federal lands of the allotment, but no AUM credits are given to the land owner/lessee.

Federal Land Policy and Management Act (FLPMA): Public Law 94-579 signed by the President on October 21, 1976. Establishes public land policy for management of lands administered by the Bureau of Land Management. FLPMA specifies several key directions for the Bureau, notably that: management be on the basis of multiple use and sustained yield; land use plans be prepared to guide management actions; public lands be managed for the protection, development, and enhancement of resources; public lands be retained in Federal ownership; and public participation be utilized in reaching management decisions.

Forage: All browse and herbaceous foods that are available to grazing animals.

Geology, Energy, and Minerals (GEM) Program: BLM-initiated program intended to provide minerals information to be utilized in the wilderness studies.

Grazing Preference: The total number of animal unit months of livestock on public lands apportioned and attached to base property owned or controlled by a permittee. Some of the total grazing preference may have been suspended in past administrative actions. That portion of the grazing preference that is not suspended is the active grazing preference.

Grazing System: Scheduled grazing use and nonuse of an allotment to reach identified goals or objectives by improving the quality and quantity of vegetation.

Habitat: A specific set of physical conditions that surround a species, group group of species, or a large community. In wildlife management, the major constituents of habitat are considered to be food, water, cover, and living space.

Habitat Management Plan (HMP): A written and approved activity plan for a geographical area of public lands which identifies wildlife habitat management activities to be implemented in achieving specific objectives of planning decisions.

Impact: The effect, influence, alteration, or imprint caused by an action.

Impair: To diminish in value or excellence.

Inholdings: State or privately-owned lands inside a wilderness study area.

Isolated Tracts: Parcels of public land management jointly with the State of Idaho under authority of the Sikes Act. The Isolated Tracts HMP includes public lands in areas dominated by agriculture where the tracts provide important existing or potential wildlife habitat. Objectives of the HMP are to provide food and cover for all species of wildlife, especially winter and nesting habitat for pheasant.

The term "isolated tracts" has also been used in this document to mean any relatively small parcel of public land isolated from large blocks of public land. Where "Isolated Tracts" is capitalized, it refers to tracts covered by the Isolated Tracts HMP. Where "isolated tracts" is lower case, it refers to any isolated parcel.

Land Treatment: See Vegetation Manipulation.

Leasable Minerals: Those minerals or materials designated as leasable under the Mineral Leasing Act of 1920. They include coal, phosphate, asphalt, sulphur, potassium and sodium minerals, oil, and gas. Geothermal resources are also leasable under the Geothermal Steam Act of 1970.

Lek: An area where males assemble to display communally for the purpose of attracting females for breeding.

Limited ORV Designation: Motorized vehicles are permitted, subject to specified conditions such as seasonal limitations, speed limits, and designated routes of travel as developed during subsequent activity planning.

Livestock Grazing Operations: Those operations under permit where the primary purpose is the grazing of livestock for the production of food and fiber.

Locatable Minerals: Minerals or materials subject to claim and development under the Mining Law of 1872 (as amended). Generally includes metallic minerals such as gold and silver and other materials not subject to lease or sale (some bentonites, limestone, talc, some zeolites, etc.). Whether or not a particular mineral deposit is locatable depends on such factors as quality, quantity, mineability, demand, and marketability.

Management Framework Plan (MFP): A land use plan that establishes land use allocations, multiple use guidelines, and management objectives for a given planning area. The MFP planning system was used by BLM until about 1980.

Metropolitan Statistical Area (MSA): A county that contains at least one city of 50,000 inhabitants or more plus as many adjacent counties as are metropolitan in character and are socially integrated with that central city or cities.

Mineral Entry: Claiming public lands (under administration of BLM) under the Mining Law of 1872 for the purpose of exploiting minerals.

Mineral in Character: Land with conditions indicating that mineable mineral deposits are present.

Mineral Materials: See Saleable Minerals.

Mining Law of 1872: Also referred to as the "General Mining Laws" or "Mining Laws." It provides for claiming and gaining title to locatable minerals on public lands.

Monitoring: In reference to a RMP, monitoring is a process of examining the results of implementation of the RMP to determine if the plan objectives are being accomplished.

In reference to rangeland monitoring, monitoring is a process of examining the results of rangeland management, including trend, utilization, and condition, to determine if management is satisfactory or if a proposed change in management would be acceptable.

Motor Vehicle: Any self-propelled conveyance.

MRV: Multiple Resource Values.

Multiple Use: Management of the various surface and subsurface resources, so that they are utilized in the combination of ways that will best meet the present and future needs of the public, without permanent impairment of the productivity of the land or the quality of the environment.

Multiple Use Areas: Lands to be retained in public ownership and managed by the Bureau of Land Management.

National Environmental Policy Act of 1969 (NEPA): Public Law 91-190. Establishes environmental policy for the Nation. Among other items, NEPA requires Federal agencies to consider environmental values in decision-making processes.

National Register of Historic Places (National Register): A listing of architectural, historical, archaeological, and cultural sites of local, State, or national significance, established by the Historic Preservation Act of 1966, and maintained by the National Park Service. Sites are nominated to the Register by State or Federal agencies. Copies of the National Register are available from the Superintendent of Documents, USGPO, Washington, D.C. 20402.

Naturalness: Refers to an area which "generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable." (From Section 2(c), Wilderness Act)

Natural Potential Plant Community: See Climax Plant Community.

Normal Fire Year Plan: The District fire program plan that sets the limits on personnel, aircraft, ground tankers, and warehouse levels as well as the funding level for presuppression during the activation period (April 1 through October 31).

Noxious Weed: Any plant which has been determined to be injurious to public health, crops, livestock, land, or other property.

Observed Apparent Trend: See Trend.

Off-Road Vehicle (ORV): Any motorized vehicle designed to or capable of cross-country travel on or immediately over land, water, or snow.

Open ORV Designation: Motorized vehicles may travel anywhere.

Outstanding: Standing out among others of its kind; conspicuous; prominent; or, superior to others of its kind; distinguished; excellent.

Pahoehoe: A Hawaiian term for basaltic lava flows typified by smooth, billowy, or ropy surface. Varieties include corded, elephant-hide, entrail, festooned, filamented, sharkskin, shelly, and slab pahoehoe.

Permittees: Livestock operators who have grazing preference on public lands.

Photo Trend: See Trend.

Physiographic Province: An extensive portion of the landscape, normally encompassing many hundred square miles, which portrays similar qualities of soil, rock, shape, and vegetation of the same geomorphic origin.

Planning Area: The area for which land use plans are prepared and maintained.

Planning Criteria: The factors used to guide development of the land use plan, or revision, to ensure that it is tailored to the issues previously identified and to ensure that unnecessary data collection and analyses are avoided.

Plant Succession: The process by which one plant community replaces another over a period of time, developing toward the climax plant community.

Playa Lakes: Small lakes that form in shallow desert basins after rain or snowmelt and then evaporate.

Population Center: A MSA (see definition for Metropolitan Statistical Area) with a population of 100,000 or more.

Potential Natural Vegetation: As defined by Kuchler, the vegetation that would exist today if man were removed from the scene and if the plant succession after his removal was telescoped into a single moment. The time compression eliminates the effects of future climatic fluctuations. This concept is a component of the Bailey-Kuchler system used in the wilderness study process.

Potential Plant Community: See Climax Plant Community.

Preference: See Active Grazing Preference.

Prehistoric Resources: All evidences of human activity that pre-date recorded history and can be used to reconstruct lifeways and culture history of past peoples. These include sites, artifacts, and the contexts in which they occur.

Prescribed Burning: Application of fire to natural fuels under conditions of weather, fuel moisture, soil moisture, and other conditions intended to produce the intensity of heat and rate of spread required to accomplish certain objectives of wildlife management, grazing, and/or hazard reduction.

Primitive and Unconfined Recreation: Nonmotorized and nondeveloped types of outdoor recreational activities.

Proper Use Factor (Use Factor): An index to the grazing use that is made of forage species, based on a system of range management that will maintain the economically important forage species.

Public Land: Historically, the public domain administered by BLM for the purpose of providing forage, wood products, and minerals for public users. Additional uses of these public lands have been developed and are now recognized including wildlife habitat, wilderness, watershed protection, open space, recreation opportunities, protection of cultural resources, and other purposes.

Range Condition: See Condition.

Range Improvements: Any facility or land treatment that directly affects or supports the use of forage by domestic livestock, such as fences, water lines, stock tanks, reservoirs, spring developments, prescribed burns, and seedings.

Range Site: A distinctive kind of rangeland with the ability to produce a characteristic natural plant community. It is capable of supporting a native plant community typified by an association of species that differs from other range sites in the kind or proportion of species or in total production.

RARE II: The second Roadless Area Review and Evaluation used by the U.S. Forest Service to determine wilderness suitability of National Forest Lands.

Recreation and Public Purposes Act (R&PP): Passed in 1926 and subsequently amended, this act allows lease or sale of public lands for development for recreational, educational, medical, and public purpose facilities.

Recreation Management Area (RMA): An area where dispersed recreation occurs and where visitors have the freedom of recreational choice with minimal regulatory constraint.

Recreation Opportunity: The opportunity to participate in an intrinsically rewarding experience that finds its source in voluntary engagements (mental and/or physical) during nonobligated time.

Recreation Opportunity Spectrum (ROS): A framework for stratifying and defining classes of outdoor recreation opportunity environments along a continuum.

Relict Vegetation Community: An assemblage of plants that is representative of plant communities that have been substantially altered by disturbances such as fire, grazing, cultivation, etc. These plant communities were once much more widespread than at present.

Resource Area: A geographic portion of a BLM District that is the smallest administrative subdivision in the Bureau.

Resource Management Plan (RMP): A land use plan that establishes land use allocations, multiple use guidelines, and management objectives for a given planning area. The RMP planning system has been used by BLM since about 1980.

Riparian Communities: Vegetative communities found in association with either open water or water close to the surface; includes meadows, aspen groves, and other trees and shrubs in association with streams and other water sources.

Roads: Vehicle routes which have been improved and maintained by mechanical means to ensure relatively regular and continuous use.

Saleable Minerals: A group of mineral materials including, but not limited to, petrified wood and common varieties of sand, stone, gravel, pumice, cinders, and clay on public lands. These minerals may be disposed of through a contract of sale or a free use permit authorized by the Materials Act of 1947 as amended by PL-167 and PL-87-713. Also referred to as mineral materials.

Scoping Process: An early and open public participation process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action.

SCORP: (Idaho) Statewide Comprehensive Outdoor Recreation Plan.

Sensitive Species: Species whose populations or ranges are so limited that any reductions in numbers, habitat availability, or habitat condition could result in their being placed on the endangered list.

Site (Archaeological): A physical location where primitive and historic human activities or events occurred and evidence remains that can be used to document human history.

Solitude: The state of being alone or remote from habitations; isolation. A lonely, unfrequented, or secluded place.

Special Recreation Management Area (SRMA): An administratively or Congressionally recognized area that possesses outstanding recreation resources or where recreation use causes significant user conflicts, visitor safety problems, or resource damage.

Speleothem: A secondary mineral that forms in caves. Most speleothems are composed of carbonate minerals, but other speleothems may be composed of sulfate, halide, hydroxide, nitrate, oxide, phosphate, or silicate minerals. Better known types of speleothems are stalactites, stalagmites, columns, helictites, flowstone, draperies, and cave flowers.

Spelunking: The activity or hobby of exploring caves.

Substantially Unnoticeable: Refers to something that either is so insignificant as to be only a very minor feature of the overall area or is not distinctly recognizable by the average visitor as being manmade or man-caused because of age, weathering, or biological change.

Succession: See Plant Succession.

Suitability: As used in the Wilderness Act and in the Federal Land Policy and Management Act, refers to a recommendation by the Secretary of Interior or the Secretary of Agriculture that certain Federal lands satisfy the definition of wilderness in the Wilderness Act and have been found appropriate for designation as wilderness on the basis of an analysis of the existing and potential uses of the land.

Supplemental Values: Resources associated with wilderness which contribute to the quality of wilderness areas.

Threatened or Endangered Species: Endangered species are any species which are in danger of extinction throughout all or a significant portion of its range. Threatened species are any species likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range. A species is classified as either threatened or endangered by the U.S. Fish and Wildlife Service.

Trend: The direction of change in ecological condition, usually measured in terms of upward, downward, and static.

Apparent Trend - A one-time observation of a representative area of a vegetation type which considers plant vigor, seedlings, surface litter, and soil movement, and which compares the vegetative composition of the natural potential (climax community) of the area.

Photo Trend - A method employing periodic measurements and photographs of vegetation within a selected plot of land to assess range trend on a long-term basis.

Trespass: Any unauthorized use of public land.

Occupancy - Normally, the construction of improvements or placement of materials on public lands.

Agricultural - Normally, the preparation of public land for farming. Includes, but is not limited to, clearing, breaking ground, seeding, cultivating, irrigating, grazing, and harvesting crops.

Uncommon Species: Species that are not endangered or sensitive but are not widespread in the State of Idaho.

Upper Pleistocene: A period of geologic time between 10,000 and 500,000 years ago.

UPRR: Union Pacific Railroad.

Utilization: The proportion of current year's forage production that was consumed or destroyed by grazing animals, usually expressed as a percentage.

Value-at-Risk: A rating system used to prioritize the dispatching of suppression crews in a multiple fire situation. Value-at-risk is established by evaluating each resource separately to determine either beneficial or detrimental effects fire has on that resource. A numerical rating is given each resource, plus being detrimental and minus beneficial. After each resource has been evaluated individually, the totals are summarized to establish the values.

Vegetation Type: A classification of the present plant community on a site based on the dominant plant species in the community.

Vegetative Manipulation: Actions taken that alter the existing plant communities to achieve the specific management goals in a particular area.

Visitor Use Day (VUD): An administrative measure of a calendar day or portion thereof spent participating in a specific recreation activity by an individual.

Way: A vehicle route established and maintained solely by the passage of motor vehicles.

Wilderness Area: An area formally designated by Act of Congress as part of the National Wilderness Preservation System.

Wilderness Characteristics: Identified by Congress in the 1964 Wilderness Act; namely size, naturalness, outstanding opportunities for solitude or a primitive and unconfined type of recreation, and supplemental values such a geological, archaeological, historical, ecological, scenic, or other features. A wilderness area must possess at least 5,000 acres or more of contiguous public land; be substantially natural or generally appear to have been affected primarily by the forces of nature with the imprint of man being substantially unnoticeable; and have either outstanding opportunities for solitude or a primitive and unconfined type of recreation. Congress said a wilderness area may have supplemental values, which include ecological, geological, or other features of scientific, educational, scenic, or historical value.

Wilderness Inventory: An evaluation of the public lands in the form of a written description and map showing those lands that meet the wilderness criteria as established under Section 603(a) of FLPMA and Section 2(c) of the Wilderness Act, which are referred to as Wilderness Study Areas (WSAs).

Wilderness Management Policy: The BLM's policy that prescribes the general objectives and specific activity guidance applicable to all designated BLM wilderness areas.

Wilderness Recommendation: A recommendation by the Bureau of Land Management, the Secretary of Interior, or the President, with respect to an area's suitability or nonsuitability for preservation as wilderness.

Wilderness Review: The entire process of wilderness inventory, study, and reporting phases of the wilderness program of the Bureau of Land Management.

Wilderness Values: The amenities and benefits connected with areas having large size, naturalness, and outstanding opportunities for solitude or primitive recreation.

WSA: Wilderness Study Area. A parcel of public land that through the BLM's wilderness inventory process has been found to possess the basic wilderness characteristics of being at least 5,000 acres in size, being primarily natural, and having outstanding opportunities for solitude or primitive and unconfined types of recreation.

Xeric: Pertaining to, or adapted to, a dry environment.

REFERENCES

American Society of Range Management, Range Term Glossary Committee
1964 A Glossary of Terms Used in Range Management. American Society of Range Management. Portland, OR.

Autenrieth, Robert E.
1981 Sage Grouse Management in Idaho. Idaho Department of Fish and Game.

Blakeslee, Leroy
1979 "Market Effects of Expanded Potato Production in Southwest Idaho." Unpublished study prepared for BLM.

Boly, William
1980 "The Sagebrush Rebels." New West, November 3, 1980.

Bowler, Peter A.
1980 "Natural History Studies and an Evaluation for Eligibility of Box Canyon for National Natural Landmark Designation." Mimeographed. USDI, National Park Service.

Butler, B. Robert and Kelly Murphey
1982 A further Delineation of Cultural Resource Loci Within the Proposed Dike Hydroelectric Project Impact Area. B. R. Butler Associates Report 82-2. Pocatello, Idaho.

Caicco, S. L., F. W. Rabe, and C. A. Wellner
1983 "Research Natural Area Recommendation for Vineyard Creek." Mimeographed. Idaho Natural Area Coordinating Committee.

Caicco, S. L. and C. A. Wellner
1983 Research Natural Area Recommendation for Substation Tract." Mimeographed. Idaho Natural Area Coordinating Committee.

Chaney, Ed
1977 The Desert Land Act and Carey Act in Idaho: Implications for Existing Farmers and Ranchers. Idaho Conservation League, Agricultural Lands Project Summary Report.

Council of Economic Advisers
1982 Economic Report of the President, Table B-52 "Consumer Price Indexes 1929-81."

Daubenmire, R.
1940 "Plant Succession Due to Overgrazing in the Agropyron Bunchgrass Prairie of Southwestern Washington and Adjacent Idaho." Ecology, Vol. 21, pp. 55-64.

1942 "An Ecological Study of the Vegetation of Southeastern Washington and Adjacent Idaho." Ecological Monographs, Vol. 12, pp. 53-79.

Daubenmire, R.
1975 Plant Succession on Abandoned Fields, and Fire Influences, in a Steppe Area in Southeastern Washington. Department of Botany, Washington State University. Pullman, Washington.

Druss, Claudia and Mark Druss
1984 Class II Inventory--Northside Extension Lands, Minidoka Project, Draft Report. Basin and Range Research, Pocatello, Idaho.

Fowler, John M. and James R. Gray
1980 "Market Values of Federal Grazing Permits in New Mexico." Rangelands, Vol. 2 No. 3.

Frederickson, R. S. and Greg Fernette
1983 PHASE I Geology, Energy, and Mineral (GEM) Resource Assessment of the Kinzie Butte GRA, Idaho, including the Black Butte (54-2) Lava (56-2), and Shoshone (59-7) Wilderness Study Area. WGM, Inc. Anchorage, Alaska.

Gerity, Richard A.
1969 "Wildhorse History." Mimeographed. Bureau of Land Management, Shoshone District Office

Griffith, J.
1981 "A Survey of Shoshone Sculpin (Cottus greenei) Populations in Box Canyon and Blue Heart Springs, Idaho." Mimeographed. Report to BLM, Shoshone District.

Hamilton, Joel and R. Ashley Lyman
1983 An Investigation Into the Ecomomic Impacts of Subordinating the Swan Falls Hydroelectric Water Right to Upstream Irrigators. For Swan Falls Interim Study Committee of the Legislative Council, State of Idaho. Idaho Water and Energy Resources Research Institute, University of Idaho.

Hironaka, M. and E. W. Tisdale
1963 "Secondary Succession in Annual Vegetation in Southern Idaho." Ecology, Vol. 44 No. 4, pp. 810-812.

Hugie, Vern K.
1959 "Field Notes." Mimeographed. SCS, Soil-Range Research Team. Salt Lake City, Utah.

Hulbert, Lloyd C.
1955 "Ecological Studies of Bromus tectorum and Other Annual Bromegrasses." Ecological Monographs, Vol. 25, pp. 181-213.

Hull, A. C.. Jr.
1974 Species for Seeding Arid Rangeland in Southern Idaho. Reprinted from Journal of Range Management, Vol. 27, No. 3, May 1974.

1965 Cheatgrass--A Persistent Homesteader. In: Proceedings-Cheatgrass Symposium. July 27-30, 1965. pp. 23-105. Oregon State Office, BLM.

Hull, A. C. Jr., and Joseph F. Pechanec
1947 "Cheatgrass--A Challenge to Range Research." Journal of Forestry, Vol. 45, pp. 555-564.

Idaho Department of Fish and Game
1979 Annual Upland Gamebird Report 1978. Idaho Department of Fish and Game.

1980 A Plan for Managing Idaho's Upland Game Resources in 1981-1985 (Draft). Idaho Department of Fish and Game.

1980 A Plan for Managing Idaho's Pronghorn Antelope, Moose, Bighorn Sheep and Mountain Goat Resources in 1981-1985 (Draft). Idaho Department of Fish and Game.

1980 Mule Deer 1981-1985. Idaho Department of Fish and Game.

Idaho Department of Parks & Recreation
1977 1977 Outdoor Recreation Plan. Idaho Department of Parks and Recreation. Boise, Idaho.

1982 Idaho Outdoor Recreation Profiles 1981-85 (Draft). Idaho Department of Parks and Recreation. Boise, Idaho.

Jones, Diane
1981 Water, Energy and Land; Public Resources and Irrigation Development in the Pacific Northwest: Who Benefits and Who Pays. Idaho Citizens Coalition.

Jones, Robert W.
1973 "Evaluation of Shoshone and Twin Falls--Dry Cataracts Jerome and Twin Falls Counties, Idaho for Eligibility for Registered Natural Landmark Designation." Mimeographed. University of Idaho.

Klemmedson, James O. and Justin G. Smith
1964 "Cheatgrass (Bromus tectorum)." The Botanical Review, April-June 1964, pp. 226-261.

Klomp, G. J. and A. C. Hull, Jr.
1972 Methods for Seeding Three Perennial Wheatgrasses on Cheatgrass Ranges in Southern Idaho. U.S. Department of Agriculture. Reno, Nevada and Logan, Utah.

Kuntz, Mel A., Richard H. Lefebvre, Duane E. Champion, Lisa A. McBroome, Don R. Mabey, W. D. Stanley, H.R. Covington, James Ridenour, and Ronald B. Stotelmeyer.
Undated Geological and Geophysical Investigations and Mineral Resources Potential of the Proposed Great Rift Wilderness Area, Idaho. U.S. Geological Survey, Open-File Report 80-475.

Kyker, Donald P. Jr.
1976 "Raptor Survey." Mimeographed. Bureau of Land Management.

Montgomery, Judith H.
1984 "Intertie Corridor Evaluation Report." Prepared for the Corridor Evaluation Work Group and the Interregional Marketing Transmission Subcommittee.

Nielson, Aaron G. and J. P. Workman
1971 The Importance of Renewable Grazing Resources on Federal Lands in the 11 Western States. Utah Agricultural Experiment Station, Utah State University. Circular 155.

Packard, Patricia L. and Lynda C. Smithman
1984 Threatened and Endangered Species Training and Inventory Project--Astragalus oniciformis Barneby. College of Idaho. Caldwell, Idaho.

Piemeisel, R. L.
1945 Natural Replacement of Weed Hosts of the Beet Leafhopper as Affected by Rodents. USDA Circular No. 739.

Powell, T. A. and K. H. Lindebarg
1981 Southwest Idaho Crop Enterprise Budgets. Misc. series No. 66, University of Idaho, Agricultural Experiment Station, Moscow, Idaho.

Robertson, Joseph H. and C. Kenneth Pearse
1945 "Artificial Reseeding and the Closed Community." Northwest Science, Vol. 19 No. 3, pp. 58-66.

Schermerhorn, Richard W.
1977 "Marketplace Aspects of Desert Land Conversion." A speech given in Twin Falls, Idaho in February 1977 at a conference sponsored by the Idaho Conservation League.

Steele, R., D. M. Henderson, F. D. Johnson, and P. Packard
1977 Endangered and Threatened Plants of Idaho--A Summary of Current Knowledge. University of Idaho; Forest, Wildlife, and Range Experiment Station Bulletin #21. Moscow, Idaho.

Steele, Robert, Steven J. Brunsfeld, Douglass M. Henderson, Karl E. Holte, Frederic D. Johnson, and Patricia L. Packard.
1981 Vascular Plant Species of Concern in Idaho. University of Idaho; Forest, Wildlife and Range Experiment Station Bulletin #34. Moscow, Idaho.

Stewart, George and A. C. Hull
1949 "Cheatgrass (Bromus tectorum L.)--An Ecologic Intruder in Southern Idaho." Ecology, Vol. 30 No. 1, pp. 58-74.

Taylor, D. W.
1982 "Status Report on Bliss Rapids Snail." Submitted to the U.S. Fish and Wildlife Service, Boise Office.

Thomas, A.
1980 "Impacts of Irrigation Runoff on a Unique Fishery Resource in Vineyard Creek (Jerome County)." Mimeographed. Report to BLM, Shoshone District.

U.S. Congress
1934 Taylor Grazing Act, as Amended.

U.S. Department of Agriculture
1925 Yearbook of Agriculture.

USDA-Agricultural Research Service
1961 A Universal Equation for Measuring Wind Erosion. ARS Special Report.

USDA-Bureau of Chemistry and Soils
1927 Soil Survey of the Jerome Area, Idaho.

1928 Soil Survey of Minidoka Area, Idaho.

1929 Soil Survey of the Gooding Area, Idaho.

USDA-Soil Conservation Service
1961 Land-Capability Classification. Agriculture Handbook No. 210. USDA-SCS.

1974 National Soils Handbook.

1975 Soil Survey of Minidoka Area, Idaho.

1976 National Range Handbook. Soil Conservation Service.

1981 Soil Survey of Power County Area, Idaho.

U.S. Department of Commerce, Bureau of Economic Analysis
1980 1980 Idaho Agricultural Statistics. In cooperation with the Idaho Department of Agriculture.

1981 1981 Idaho Agricultural Statistics.

1982 1982 Idaho Agricultural Statistics.

1982 Employment By Type and Broad Industrial Sources 1975-1980. Regional Economics Information System, unpublished.

1982 Personal Income By Major Sources 1975-1980. Regional Economics Information System, unpublished.

1982 Farm Income and Expenditures 1975-1980. Regional Economics Information System. Unpublished.

U.S. Department of Interior, Bureau of Land Management
1979 Final Environmental Impact Statement, Agricultural Development for Southwest Idaho. Boise District Office.

1981 "Methodology for Computing Wildlife Economic Values for use in Activity Plans Benefit/Cost Analysis." Idaho State Office.

U.S. Fish and Wildlife Service
1980 1980 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation--Idaho.

U.S. Water Resources Council
1977 Guideline 5 Regional Multipliers. Prepared by Regional Economic Analysis Division, Bureau of Economic Analysis, U.S. Department of Commerce.

Winter, John R. and Jakes K. Whittaker
1979 An Economic Analysis of Land Prices of Mountainous Grazing Land in Eastern Oregon. Special Report 560, Agricultural Experiment Station, Oregon State University.

Wright, Henry A., Leon F. Neuenschwander, and Carlton M. Britton
1979 The Role and Use of Fire in Sagebrush-Grass and Pinyon-Juniper Plant Communities--A State-of-the-Art Review. USDA-Forest Service. General Technical Report INT-58.

Wright, Henry A. and J. O. Klemmedson
1965 "Effects of Fire on Bunchgrasses of the Sagebrush-Grass Region in Southern Idaho." Ecology, Vol. 46, pp. 680-688.

Yensen, Dana
1980 A Grazing History of Southwestern Idaho with Emphasis on the Birds of Prey Study Area. USDI-BLM.

1981 "The 1900 Invasion of Alien Plants into Southern Idaho." Great Basin Naturalist, Vol 41 No. 2, pp. 176-183.

Young, James A., Raymond A. Evans, and J. Major
1972 "Alien Plants in the Great Basin." Journal of Range Management, Vol. 25 No. 3, pp. 194-201.

Young, James A., Raymond A. Evans, and John Robison
1972 "Influence of Repeated Annual Burning on a Medusahead Community." Journal of Range Management, Vol. 25 No. 5, pp. 372-375.

INDEX

This index applies to the narrative in the chapters of the EIS, but not to the appendices or other sections. Many additional words can be found by using the Table of Contents. Uncommon words are defined in the Glossary.

A

Access: 1-5, 2-5, 2-22 to 2-26, 2-36 to 2-39, 2-47, 2-48, 2-50, 3-11, 3-16 to 3-18, 3-28, 4-5, 4-9, 4-22, 4-23, 4-37, 4-38, 4-48, 5-14, 5-15

Active Preference: 2-18, 2-28, 2-41, 2-52, 3-9, 3-10, 4-3, 4-16, 4-31, 4-45, 4-56, 4-60,

Agricultural Development: 1-4, 1-5, 1-7, 2-11, 2-19, 3-15, 3-31, 3-32, 4-12, 4-15, 4-26 to 4-28, 4-38, 4-53, 5-11, 5-13, 5-17, 5-18

Allotment Management Plan (AMP): 2-15, 2-17, 2-29, 2-52, 4-16, 4-31, 4-45

Alternative A: 2-15 to 2-18, 4-1 to 4-12, 4-18, 4-22, 4-23, 4-32, 4-38, 4-46, 4-49, 4-50, 4-60, 4-61,5-11

Alternative B: 2-18 to 2-30, 2-33, 2-35, 2-41, 2-42, 2-45, 2-52, 4-13 to 4-28, 4-31, 4-37, 4-49, 5-11, 5-15

Alternative C (Preferred Alternative): 1-3, 2-15, 2-30 to 2-42, 2-44, 2-45, 2-47, 2-54, 4-1, 4-28 to 4-42, 4-60, 4-61, 4-63, 5-1, 5-10, 5-11, 5-13, 5-14

Alternative D: 2-12, 2-43 to 2-54, 4-42 to 4-59, 5-11

Alternative Sub-D: see Sub-Alternative D

Antelope: see Pronghorn

Areas of Critical Environmental Concern (ACEC): 2-2, 2-19, 2-20, 2-24 to 2-26, 2-30, 2-32, 2-33, 2-37 to 2-39, 2-42 to 2-45, 2-49, 2-50, 2-53, 2-54, 4-4, 4-14, 4-15, 4-22, 4-24, 4-29, 4-30, 4-32, 4-39, 4-44 to 4-46, 4-51, 4-55, 4-56, 4-62, 5-15

B

Brush Control: 1-6, 2-17, 2-25, 2-27, 2-38, 2-40, 2-50 to 2-52, 4-16, 4-31

Burrowing Owl: 2-17, 2-26, 2-39, 2-51, 3-3, 3-5, 3-20, 4-2, 4-14, 4-29, 4-44, 4-55

C

Carey Act: 1-4, 2-32, 3-9, 3-14, 3-15, 3-37, 4-4, 4-17, 4-26, 4-27, 4-32, 4-41, 4-46, 4-61, 5-6, 5-16

Condition Class: 3-10, 3-11, 4-4, 4-31, 4-44, 4-55, 4-57

Consultation and Coordination: 5-1

Conversion (from sheep use to cattle use): 1-6, 2-18, 2-29, 2-42, 2-52, 3-3, 3-12, 4-3, 4-14, 4-15, 4-29 to 4-31, 4-60, 4-63

Coordinated Resource Management Plan (CRMP): 1-6, 4-16, 4-31, 4-45

Cultural Resources: 2-2, 2-3, 2-10, 2-16, 2-21 to 2-23, 2-25, 2-29, 2-33 to 2-36, 2-38, 2-42, 2-43, 2-46 to 2-49, 2-52, 3-27, 4-10, 4-22, 4-37, 4-48, 4-58, 5-1, 5-14

D

Desert Land Act: 3-15, 4-4, 4-26, 4-41, 4-52

E

Ecological Condition: 2-11, 3-10 to 3-12, 4-4, 4-17, 4-32, 4-46, 4-57

Employment: 3-35, 3-37, 4-11 to 4-13, 4-25 to 4-28, 4-40 to 4-42, 4-51 to 4-53, 4-58, 4-59

Endangered Species: 1-8, 2-3, 2-16, 2-20, 2-22 to 2-24, 2-32, 2-35, 2-36, 2-48, 2-49, 3-4, 3-6, 3-13, 3-14, 4-2, 4-4, 4-14, 4-17, 4-29, 4-32, 4-43, 4-44, 4-46, 4-54, 4-55, 4-57, 5-14

Energy: see Minerals and Energy

Erosion: 1-4, 1-5, 1-7, 1-9, 1-14, 2-12, 2-17, 2-18, 2-25, 2-29, 2-37 to 2-39, 2-42, 2-49, 2-50, 2-52, 2-53, 2-55, 3-26, 3-31 to 3-33, 3-40, 4-11, 4-24, 4-39, 4-50, 4-58, 4-61, 4-62, 5-13, 5-17, 5-19

F

Ferruginous Hawk: 1-7, 2-17, 2-26, 2-39, 2-51, 3-4, 4-2, 4-14, 4-29, 4-43, 4-54, 5-14

Fire Frequency: 3-2

Fire Management: 1-6, 2-14, 2-17, 2-21, 2-24 to 2-27, 2-29, 2-30, 2-34, 2-37 to 2-40, 2-42, 2-43, 2-49 to 2-53, 3-2, 4-1, 4-13, 4-28, 4-42, 4-53, 5-1, 5-13

Fire Management Plan: 2-14, 2-21, 2-25 to 2-27, 2-29, 2-30, 2-34, 2-38 to 2-40, 2-42, 2-43, 2-49 to 2-53

G

Geothermal: 1-8, 3-34, 4-24, 4-39, 4-50

Gray Partridge: 2-16, 2-39, 2-50, 3-6, 3-9, 3-29, 4-2, 4-15, 4-23, 4-30, 4-38, 4-44, 4-49, 4-55

Grazing Management: 2-23, 2-35, 3-9, 3-10, 4-3, 4-16, 4-30, 4-45, 4-56, 4-60

H

Habitat Management Plan (HMP): 2-16, 2-22, 2-24 to 2-27, 2-30, 2-34 to 2-40, 2-43, 2-46 to 2-49, 2-51, 2-53, 3-6, 3-8, 4-1, 4-13, 4-15, 4-30, 4-44, 4-55, 4-56

Historic Resources: 1-10, 5-15

Hungarian Partridge: see Gray Partridge

Hunting: 1-9, 3-9, 3-21, 3-22, 3-24, 3-25, 3-28 to 3-30, 3-36, 4-10, 4-23, 4-38, 4-49, 4-50, 4-61

I

Income: 3-18, 3-35, 3-37, 3-38, 4-11 to 4-13, 4-25 to 4-28, 4-40 to 4-42, 4-51 to 4-53, 4-58, 4-59

Isolated Tracts: 2-15 to 2-17, 2-22, 2-24 to 2-26, 2-28, 2-30, 2-34 to 2-39, 2-41, 2-43, 2-46 to 2-51, 2-53, 3-5, 3-6, 3-8, 3-16, 4-1 to 4-3, 4-13 to 4-15, 4-23, 4-28 to 4-30, 4-43 to 4-45, 4-49, 4-54 to 4-56

Issues: 1-1, 1-2, 1-4 to 1-11, 2-1, 2-15, 5-2

L

Leasable Minerals: 3-33, 3-34, 4-6 to 4-9, 4-18 to 4-22, 4-33 to 4-37, 4-62

Livestock Forage: 1-5, 2-11, 2-13, 2-17, 2-25, 2-27, 2-28, 2-38, 2-40, 2-41, 2-50, 2-51, 3-9 to 3-14, 4-3, 4-15, 4-16, 4-30, 4-45, 4-56, 4-60, 4-63

Locatable Minerals: 3-34, 4-6 to 4-9, 4-18 to 4-22, 4-24, 4-33 to 4-37, 4-39, 4-50

Long-Billed Curlew: 1-7, 3-5

M

Minerals and Energy: 2-10, 3-33, 3-34, 4-11, 4-24, 4-39, 4-50, 4-58, 5-1

Mineral Materials: 1-8, 2-4, 3-16, 3-35, 4-10, 4-11, 4-22, 4-24, 4-37, 4-39, 4-48, 4-51, 4-62

Moderate Use Areas: 2-10, 2-13

Monitoring: 1-4, 1-11, 1-12, 2-6, 2-28, 2-41, 2-52, 5-14, 5-16

Multiple Use: 1-1, 2-1, 2-4, 2-5, 2-9, 2-10, 2-12, 2-13, 2-16, 2-19, 2-23, 2-24, 2-26, 2-31, 2-35, 2-36, 2-39, 2-43, 2-47 to 2-50, 3-14, 4-5, 4-6

Multipliers: 3-36, 4-27

N

National Natural Landmark: 2-20, 2-32, 2-33, 2-46, 3-26, 4-10, 4-22, 4-37, 4-39, 4-48, 4-51, 4-62

O

Off-Road Vehicles (ORVs): 1-4, 1-9, 2-10, 2-12, 2-14 to 2-16, 2-18 to 2-22, 2-29 to 2-35, 2-42, 2-44 to 2-48, 2-52, 2-53, 3-28 to 3-33, 4-6 to 4-11, 4-18 to 4-24, 4-32 to 4-39, 4-46, 4-49, 4-50, 4-58, 4-61, 4-62, 4-64, 5-14, 5-15

Oil and Gas: 3-17, 3-33, 3-34, 4-24, 4-39, 4-50

P

Planning Criteria: 1-2, 1-10, 5-2

Preferred Alternative: see Alternative C

Pronghorn: 2-25 to 2-27, 2-30, 2-38 to 2-40, 2-43, 2-49 to 2-51, 2-53, 3-3, 3-7, 4-3, 4-15, 4-30, 4-44, 4-55, 4-56, 4-60, 5-11, 5-14

Public Participation: 1-1, 1-3, 5-1 to 5-18

R

Ranch Budget: 3-38, 4-25

Range Condition: see Condition Class

Recreation Area Management Plan (RAMP): 2-16, 2-21, 2-34, 2-46, 3-30

Recreation Management Areas: 2-16, 2-30, 2-42, 2-53, 3-29

Right-of-way: 1-8, 2-6, 2-14, 2-15, 3-14, 3-16 to 3-18, 4-5, 4-18, 4-32, 4-46, 4-63, 5-15

Riparian: 1-7, 1-8, 2-4, 2-14, 2-21 to 2-24, 2-33, 2-45, 3-6, 3-8, 3-11, 3-30, 4-5, 5-14

Ring-Necked Pheasant: 2-26, 2-39, 2-50, 3-6, 4-2, 4-14, 4-29, 4-44, 4-55

S

Sage Grouse: 1-7, 2-26, 2-30, 2-39, 2-43, 2-50, 2-51, 2-53, 3-3, 3-4, 3-6, 3-7, 4-2, 4-15, 4-30, 4-44, 4-55

Saleable Minerals: 3-35

Sand and Gravel: see Mineral Materials

Season of Use: 3-4, 3-9, 3-10

Sensitive Species: 1-7, 1-8, 2-3, 4-2, 4-14, 4-29, 4-44, 4-55

Shoshone Sculpin: 1-7, 2-20, 2-21, 2-26, 2-33, 2-39, 2-45, 2-50, 3-6, 4-2, 4-14, 4-29, 4-44, 4-55, 5-14

Soil Erosion: See Erosion

Special Recreation Management Areas (SRMAs): 2-16, 2-18, 2-21, 2-25, 2-29, 2-30, 2-33, 2-34, 2-38, 2-42, 2-43, 2-45, 2-46, 2-49, 2-52, 2-53, 3-29, 4-22 to 4-24, 4-37 to 4-39, 4-50, 5-15

Stocking Rate: 2-6, 2-17, 2-27, 2-28, 2-40, 2-41, 2-51, 4-3

Sub-Alternative D: 2-54, 4-53 to 4-59, 5-11

T

Threatened Species: 1-7, 1-8, 2-3, 2-16, 2-20, 2-22 to 2-24, 2-35, 2-36, 2-48, 2-49, 3-4, 3-5, 3-13, 3-14, 4-2, 4-4, 4-14, 4-17, 4-29, 4-32, 4-43, 4-46, 4-54, 4-55, 4-57, 5-14

Transfer Areas: 2-1, 2-5, 2-13, 2-17, 2-21, 2-34, 2-46

U

Unauthorized Use: 3-9, 3-17, 3-18, 4-6

V

Visual Resources: 3-30

W

Water Erosion: See Erosion

Wind Erosion: See Erosion

Wilderness Study Areas (WSAs): 2-14, 2-19, 2-29, 2-31, 2-32, 2-42, 2-44, 2-49, 2-53, 3-18 to 3-25, 4-6 to 4-9, 4-14, 4-18 to 4-24, 4-28, 4-29, 4-33 to 4-39, 4-42, 4-43, 4-47 to 4-50, 4-53, 4-61, 4-63, 4-64, 5-12, 5-13

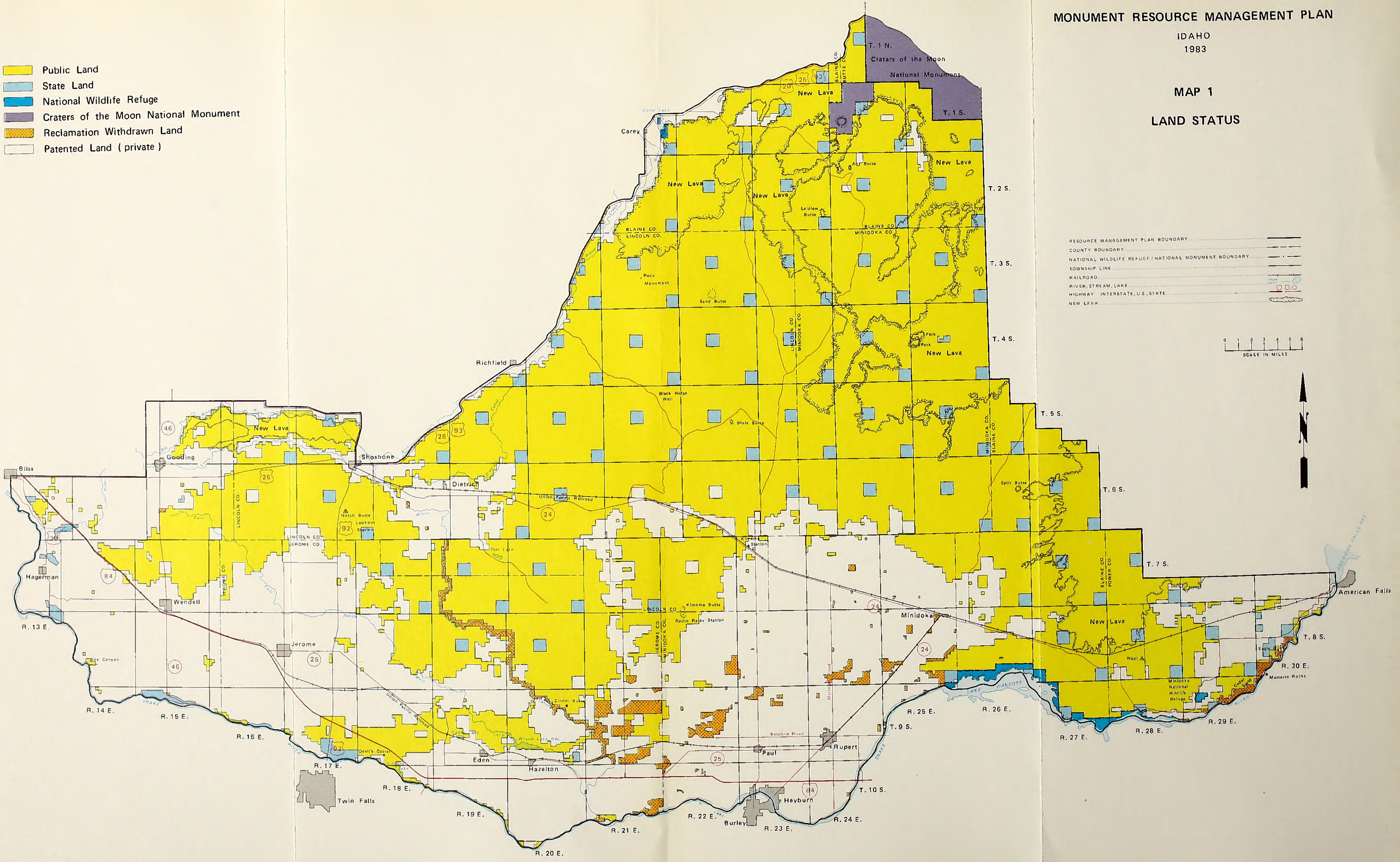
☆ U.S. GOVERNMENT PRINTING OFFICE: 1984—593-051/3502 REGION NO. 8

MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 1

LAND STATUS



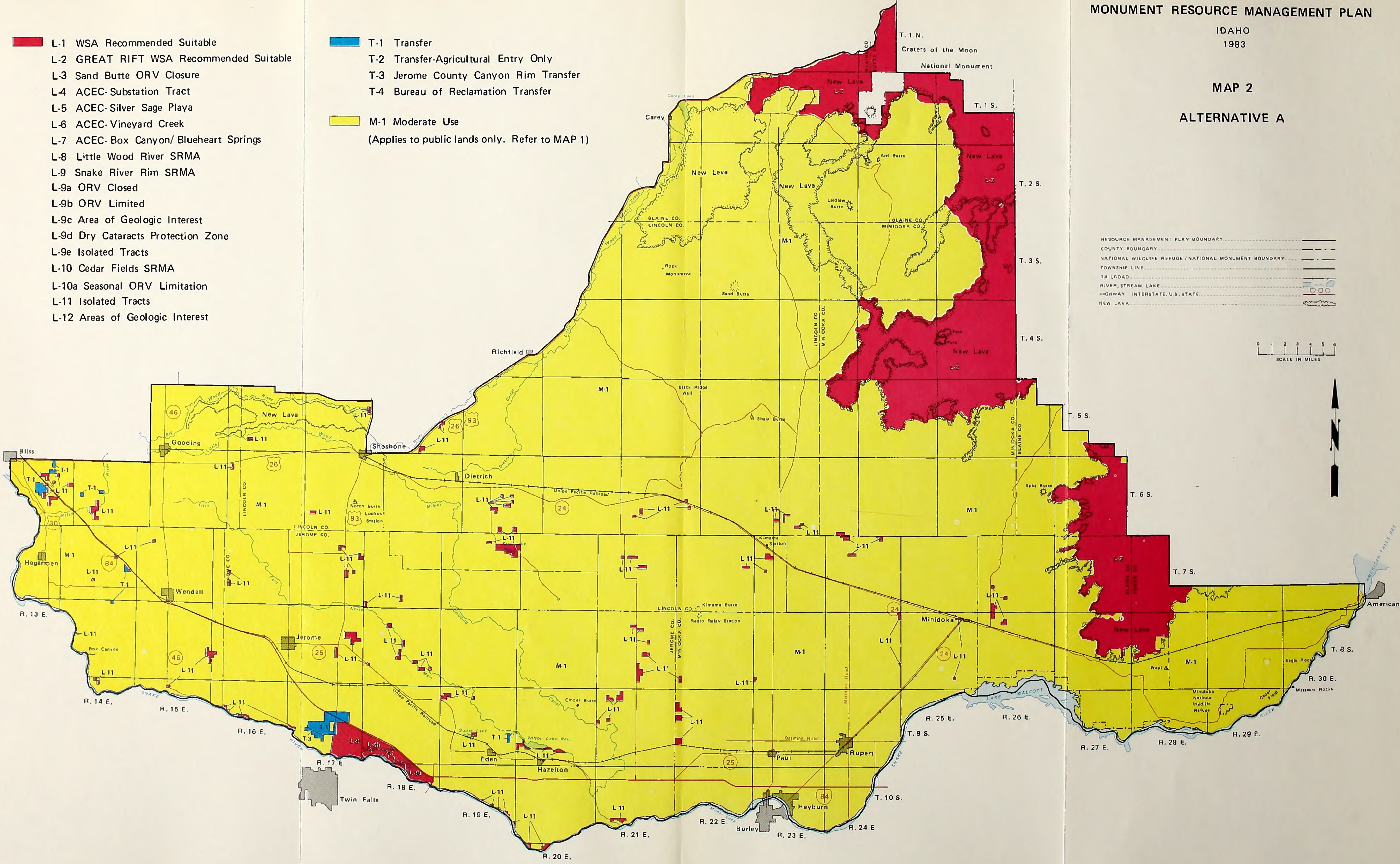
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO

1983

MAP 2

ALTERNATIVE A



- 🟥 L-1 WSA Recommended Suitable
- L-2 GREAT RIFT WSA Recommended Suitable
- L-3 Sand Butte ORV Closure
- L-4 ACEC-Substation Tract
- L-5 ACEC-Silver Sage Playa
- L-6 ACEC-Vineyard Creek
- L-7 ACEC-Box Canyon/Blueheart Springs
- L-8 Little Wood River SRMA
- L-9 Snake River Rim SRMA
- L-9a ORV Closed
- L-9b ORV Limited
- L-9c Area of Geologic Interest
- L-9d Dry Cataracts Protection Zone
- L-9e Isolated Tracts
- L-10 Cedar Fields SRMA
- L-10a Seasonal ORV Limitation
- L-11 Isolated Tracts
- L-12 Areas of Geologic Interest

- 🟦 T-1 Transfer
- T-2 Transfer-Agricultural Entry Only
- T-3 Jerome County Canyon Rim Transfer
- T-4 Bureau of Reclamation Transfer

- 🟨 M-1 Moderate Use

(Applies to public lands only. Refer to MAP 1)

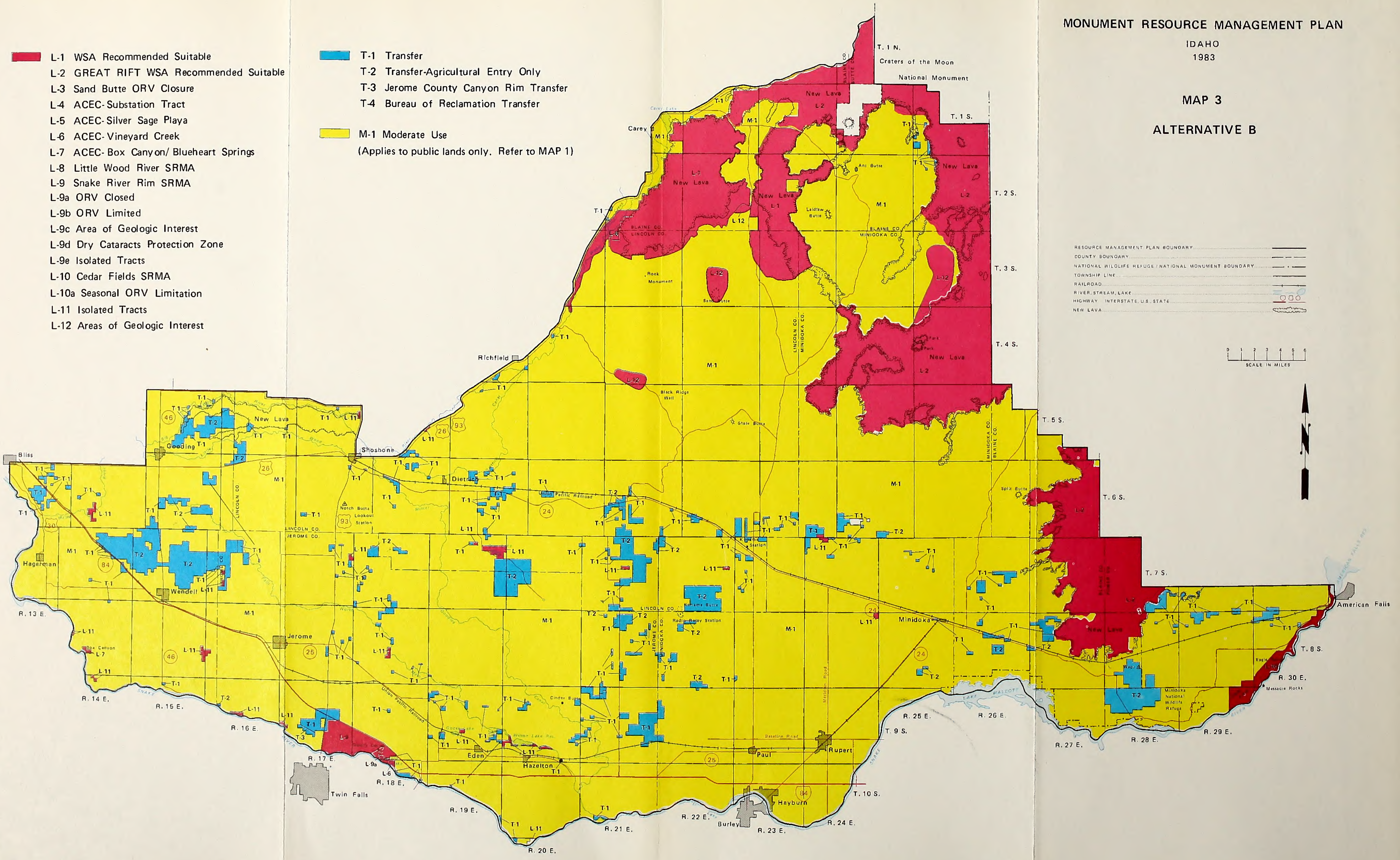
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO

1983

MAP 3

ALTERNATIVE B

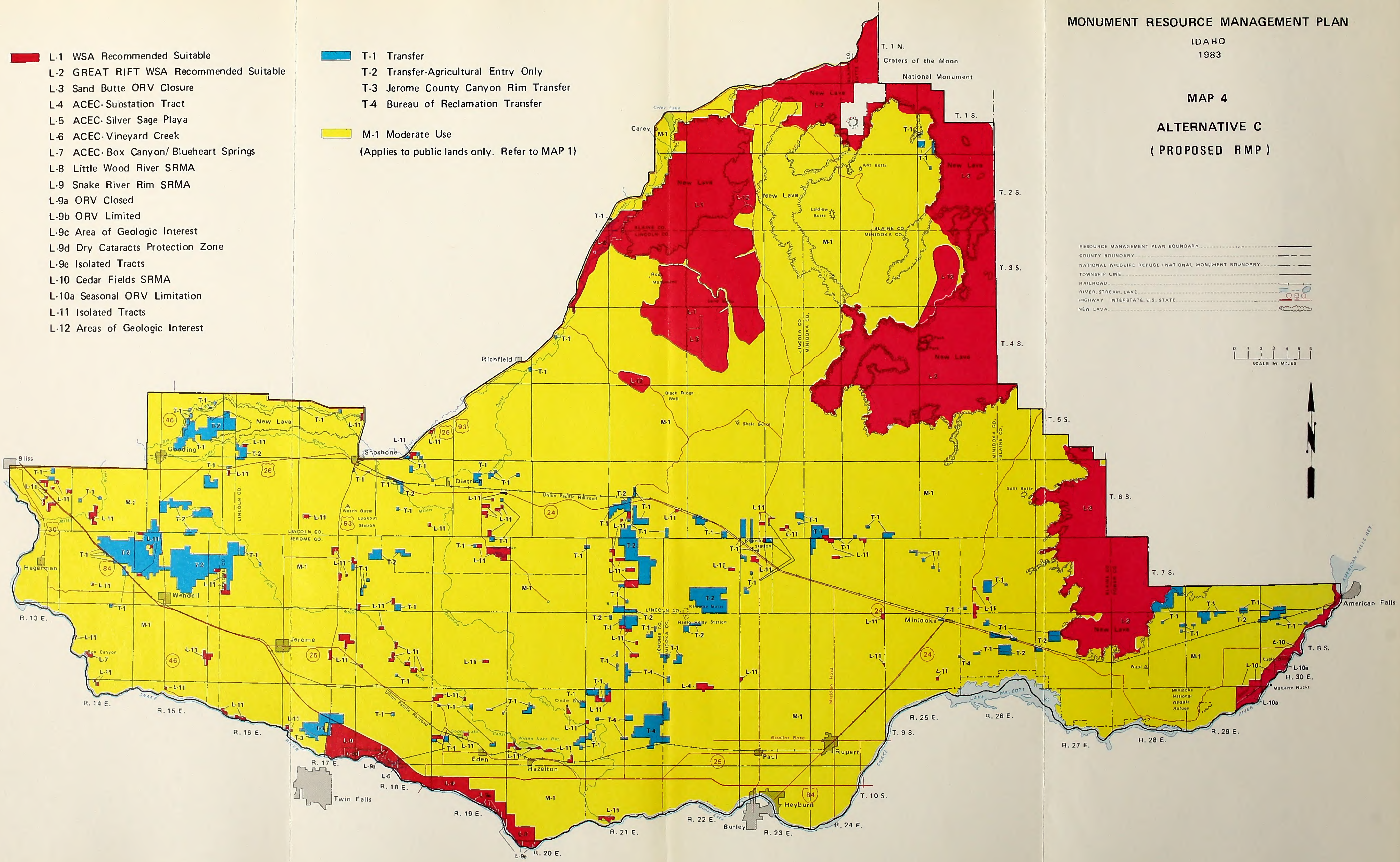


MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 4

ALTERNATIVE C
(PROPOSED RMP)



🟥 L-1 WSA Recommended Suitable
L-2 GREAT RIFT WSA Recommended Suitable
L-3 Sand Butte ORV Closure
L-4 ACEC-Substation Tract
L-5 ACEC-Silver Sage Playa
L-6 ACEC-Vineyard Creek
L-7 ACEC-Box Canyon/ Blueheart Springs
L-8 Little Wood River SRMA
L-9 Snake River Rim SRMA
L-9a ORV Closed
L-9b ORV Limited
L-9c Area of Geologic Interest
L-9d Dry Cataracts Protection Zone
L-9e Isolated Tracts
L-10 Cedar Fields SRMA
L-10a Seasonal ORV Limitation
L-11 Isolated Tracts
L-12 Areas of Geologic Interest

🟦 T-1 Transfer
T-2 Transfer-Agricultural Entry Only
T-3 Jerome County Canyon Rim Transfer
T-4 Bureau of Reclamation Transfer

🟨 M-1 Moderate Use
(Applies to public lands only. Refer to MAP 1)

RESOURCE MANAGEMENT PLAN BOUNDARY
COUNTY BOUNDARY
NATIONAL WILDLIFE REFUGE / NATIONAL MONUMENT BOUNDARY
TOWNSHIP LINE
RAILROAD
RIVER, STREAM, LAKE
HIGHWAY INTERSTATE, U.S., STATE
NEW LAVA

MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 5

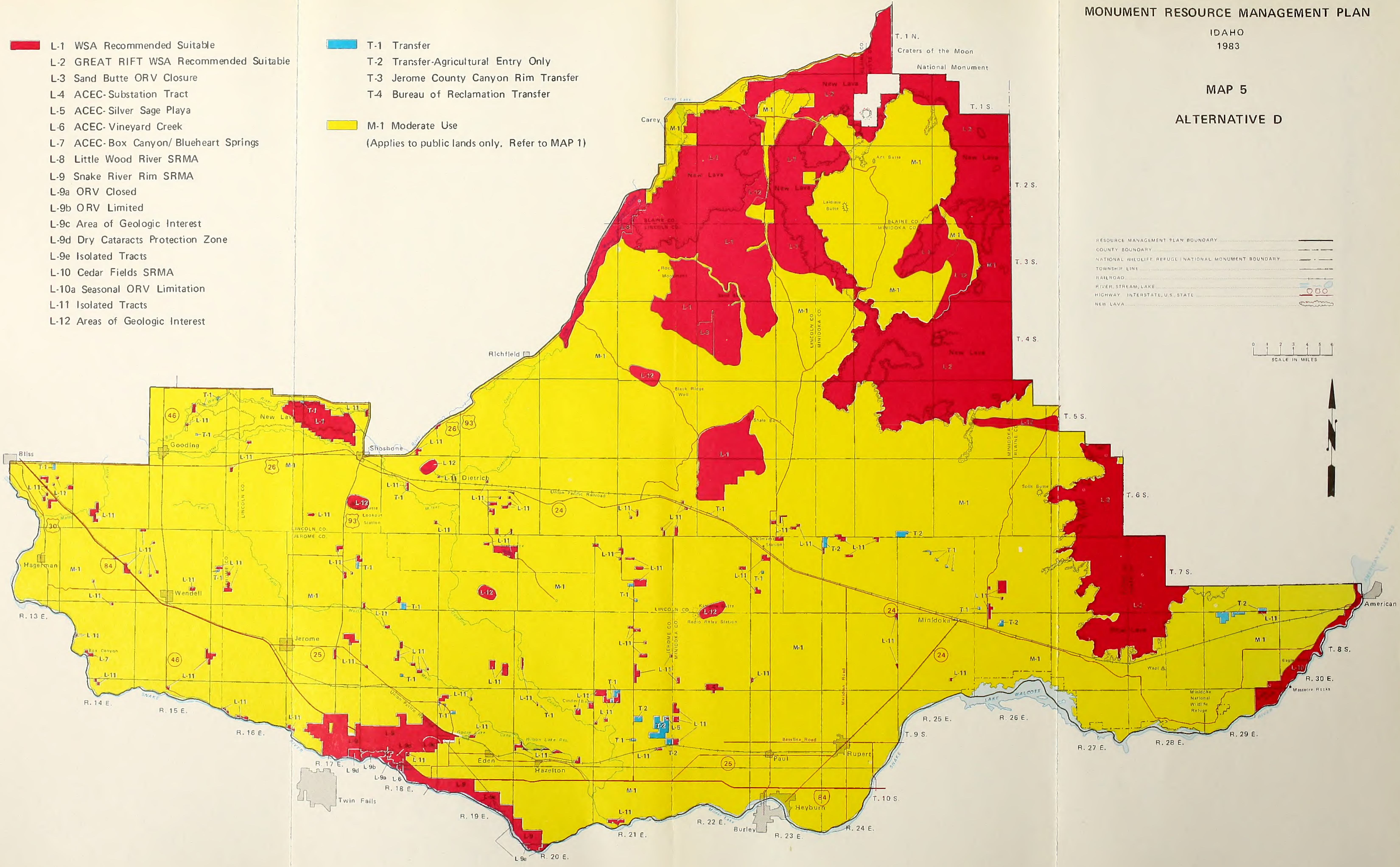
ALTERNATIVE D

🟥 L-1 WSA Recommended Suitable
L-2 GREAT RIFT WSA Recommended Suitable
L-3 Sand Butte ORV Closure
L-4 ACEC-Substation Tract
L-5 ACEC-Silver Sage Playa
L-6 ACEC-Vineyard Creek
L-7 ACEC-Box Canyon/Blueheart Springs
L-8 Little Wood River SRMA
L-9 Snake River Rim SRMA
L-9a ORV Closed
L-9b ORV Limited
L-9c Area of Geologic Interest
L-9d Dry Cataracts Protection Zone
L-9e Isolated Tracts
L-10 Cedar Fields SRMA
L-10a Seasonal ORV Limitation
L-11 Isolated Tracts
L-12 Areas of Geologic Interest

🟦 T-1 Transfer
T-2 Transfer-Agricultural Entry Only
T-3 Jerome County Canyon Rim Transfer
T-4 Bureau of Reclamation Transfer

🟨 M-1 Moderate Use
(Applies to public lands only. Refer to MAP 1)

RESOURCE MANAGEMENT PLAN BOUNDARY
COUNTY BOUNDARY
NATIONAL WILDLIFE REFUGE / NATIONAL MONUMENT BOUNDARY
TOWNSHIP LINE
RAILROAD
RIVER, STREAM, LAKE
HIGHWAY INTERSTATE, U.S., STATE
NEW LAVA



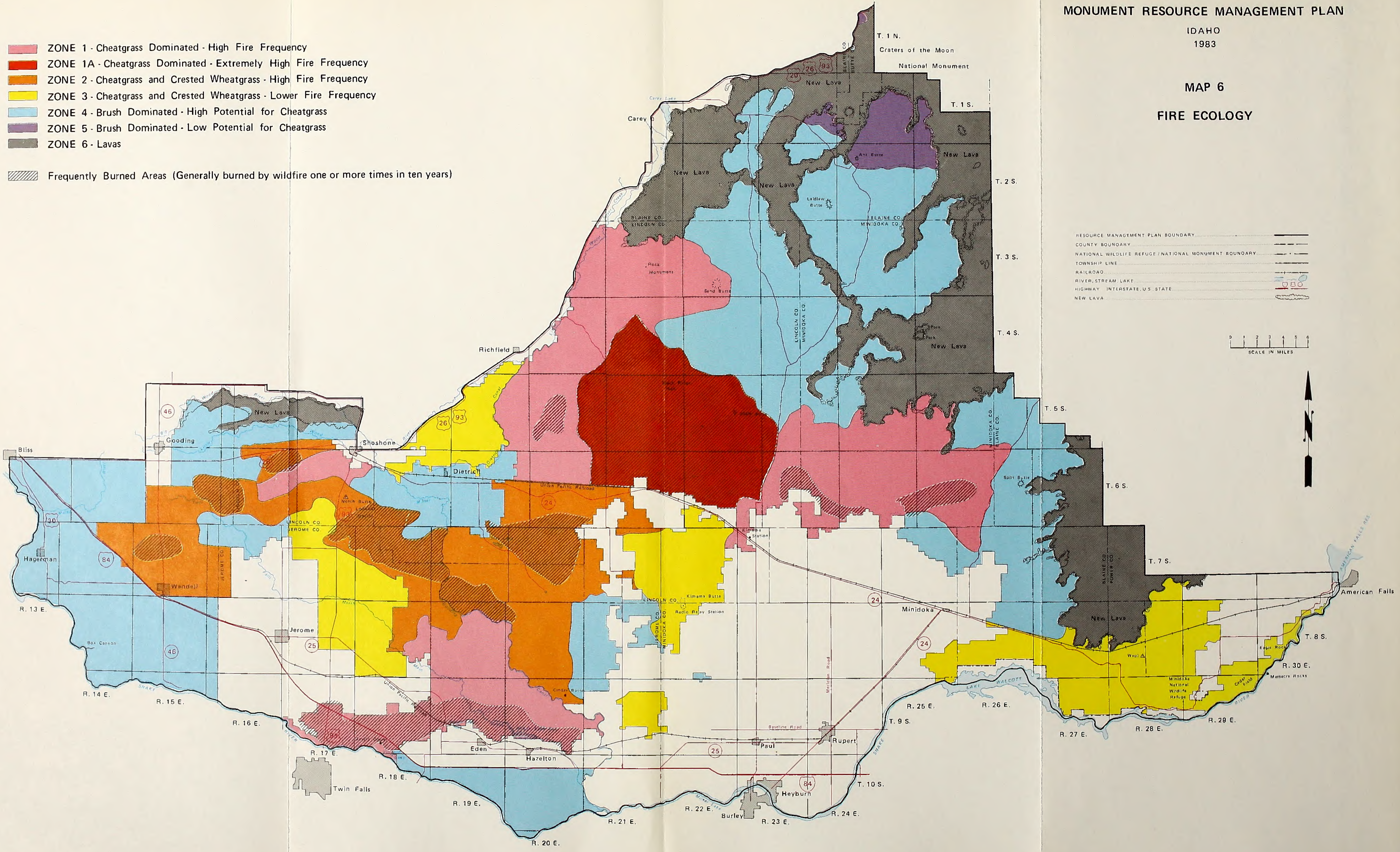
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO

1983

MAP 6

FIRE ECOLOGY



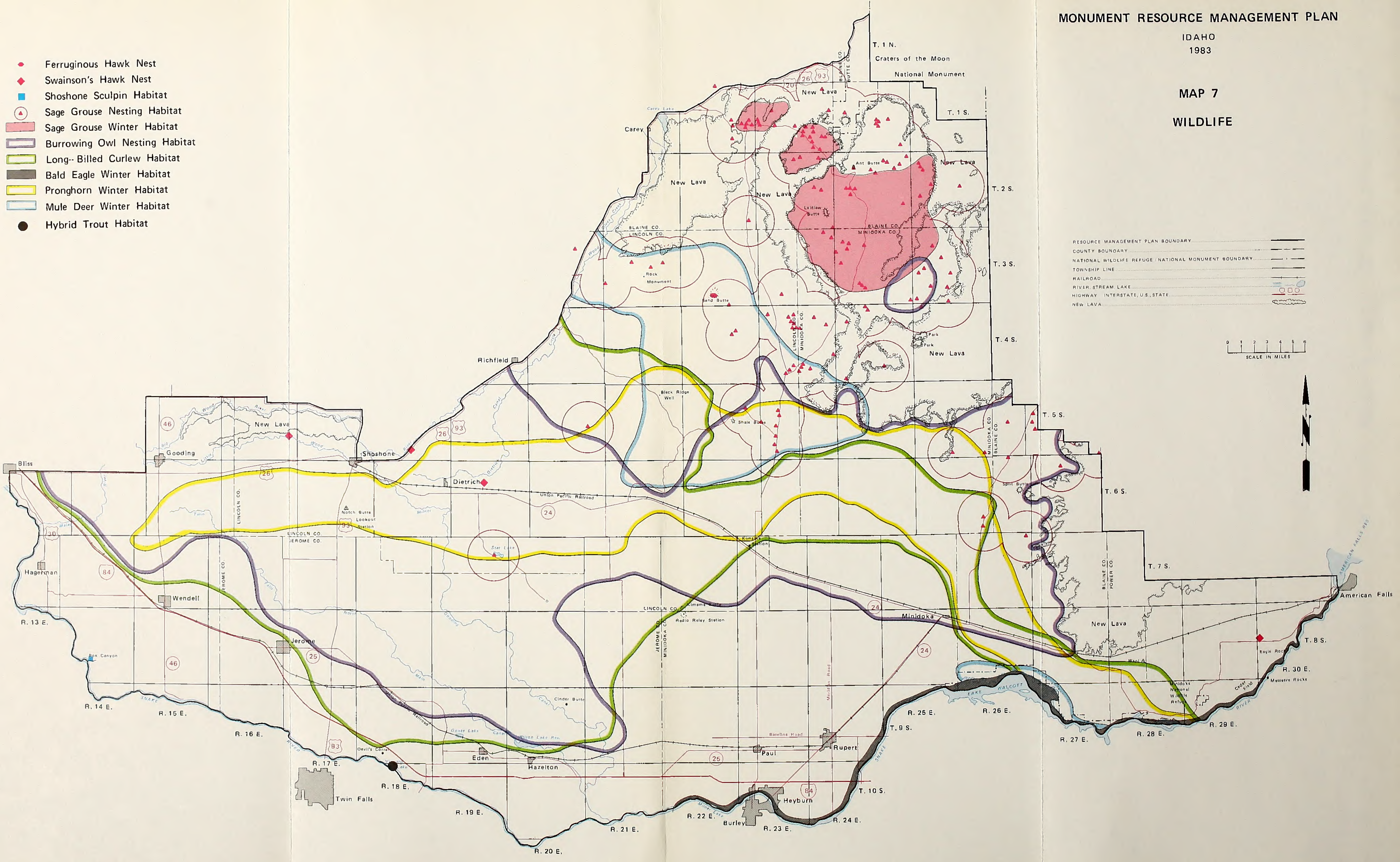
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO

1983

MAP 7

WILDLIFE



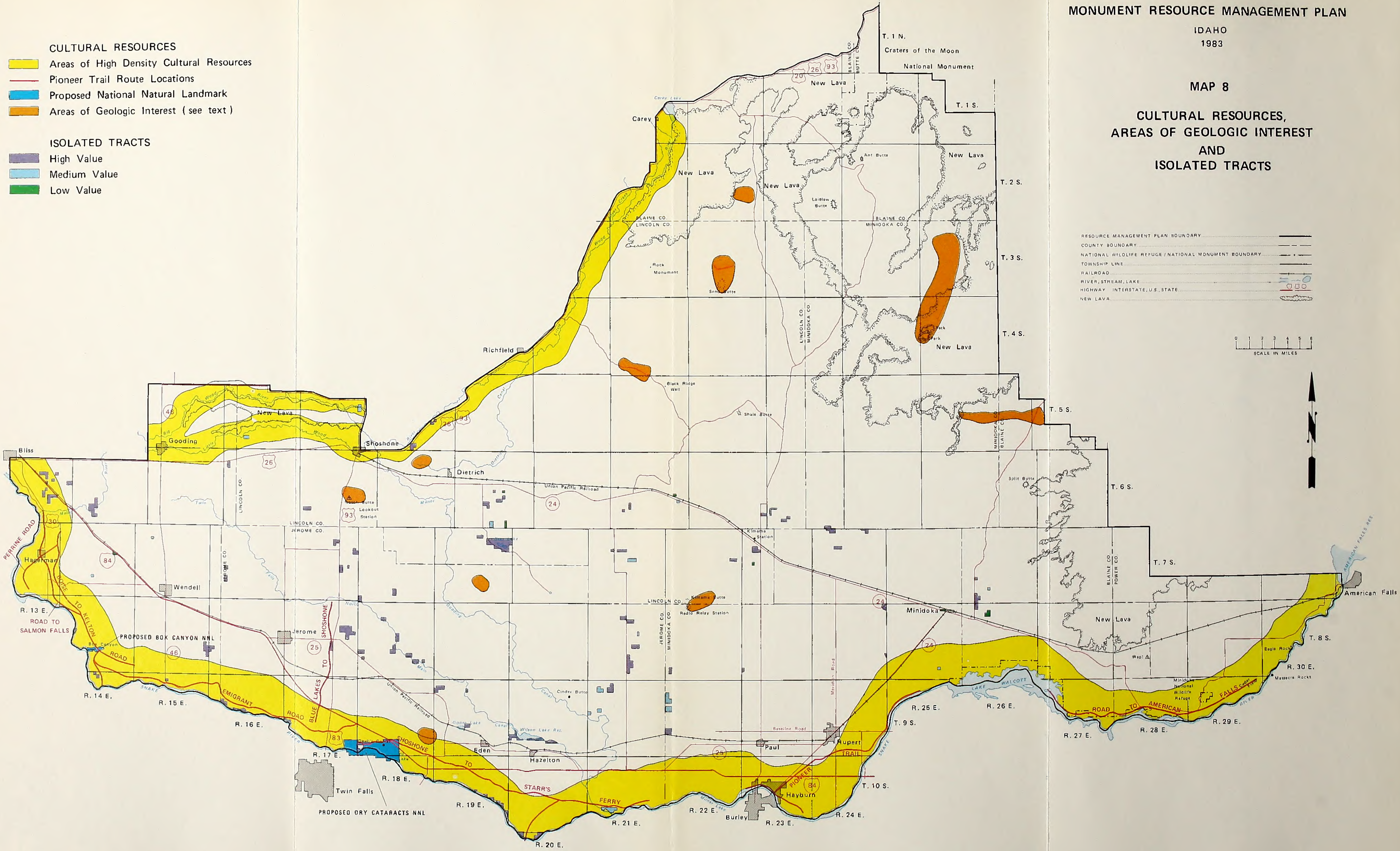
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO

1983

MAP 8

CULTURAL RESOURCES, AREAS OF GEOLOGIC INTEREST AND ISOLATED TRACTS



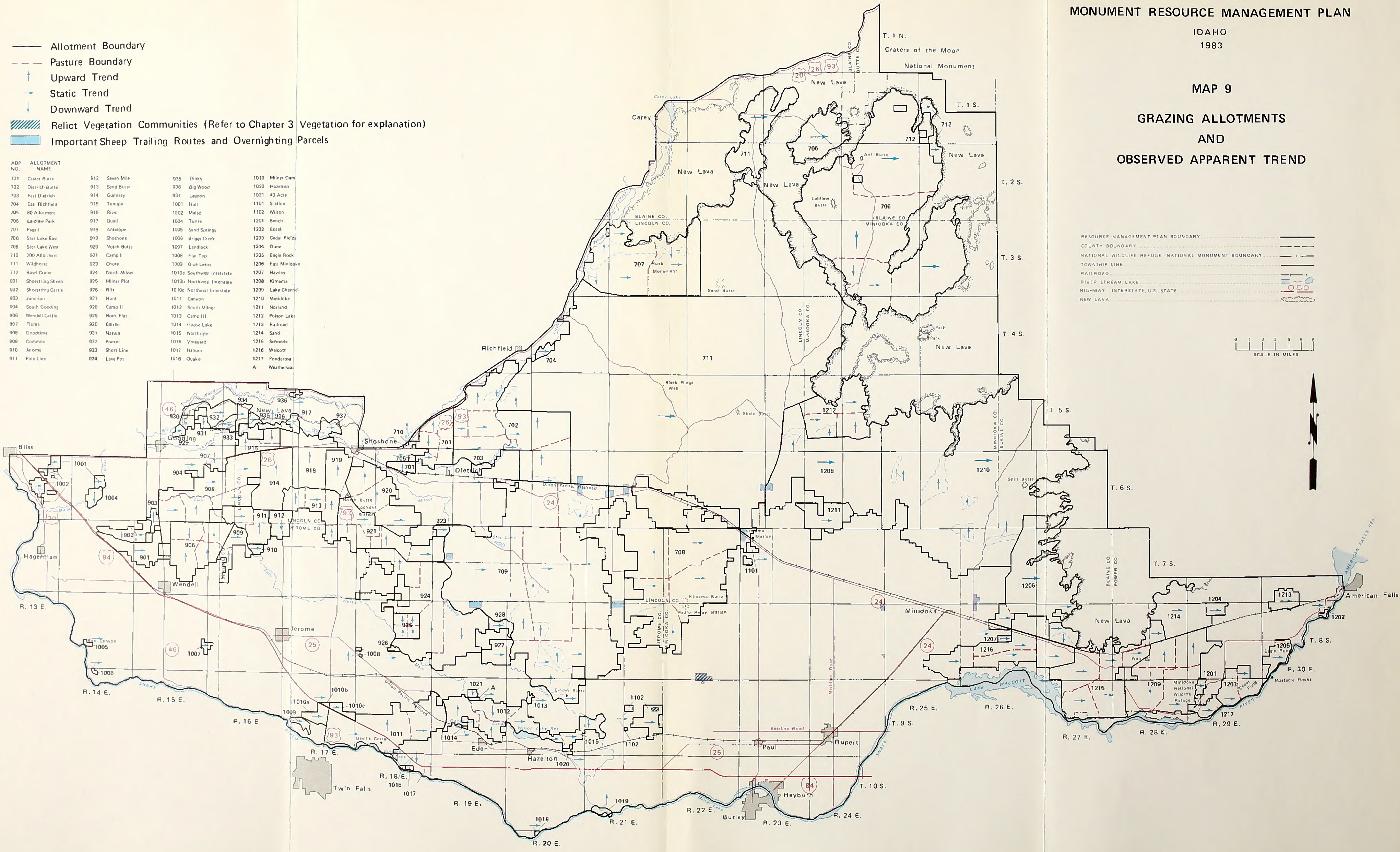
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO

1983

MAP 9

GRAZING ALLOTMENTS AND OBSERVED APPARENT TREND



ADP NO.	ALLOTMENT NAME	ADP NO.	ALLOTMENT NAME	ADP NO.	ALLOTMENT NAME	ADP NO.	ALLOTMENT NAME
701	Crater Butte	912	Seven Mile	935	Dinky	1019	Milner Dam
702	Dietrich Butte	913	Sand Butte	936	Big Wood	1020	Hazelton
703	East Dietrich	914	Gunnery	937	Lagoon	1021	40 Acre
704	East Richfield	915	Tunupa	1001	Hull	1101	Station
705	80 Allotment	916	River	1002	Malad	1102	Wilson
706	Laidlaw Park	917	Quail	1004	Tuttle	1201	Bench
707	Pagari	918	Antelope	1005	Sand Springs	1202	Borah
708	Star Lake East	919	Shoshone	1006	Briggs Creek	1203	Cedar Fields
709	Star Lake West	920	Notch Butte	1007	Landlock	1204	Dune
710	200 Allotment	921	Camp I	1008	Flat Top	1205	Eagle Rock
711	Wildhorse	923	Chute	1009	Blue Lakes	1206	East Minidoka
712	Bowl Crater	924	North Milner	1010a	Southwest Interstate	1207	Hawley
901	Shoestring Sheep	925	Milner Plot	1010b	Northwest Interstate	1208	Kimama
902	Shoestring Cattle	926	Rift	1010c	Northeast Interstate	1209	Lake Channel
903	Junction	927	Hunt	1011	Canyon	1210	Minidoka
904	South Gooding	928	Camp II	1012	South Milner	1211	Norland
906	Wendell Cattle	929	Rock Flat	1013	Camp III	1212	Poison Lake
907	Flume	930	Barren	1014	Goose Lake	1213	Railroad
908	Goodtime	931	Nasura	1015	Northside	1214	Sand
909	Common	932	Pocket	1016	Vineyard	1215	Schodde
910	Jerome	933	Short Line	1017	Hansen	1216	Walcott
911	Pole Line	934	Lava Pot	1018	Quaker	1217	Ponderosa
						A	Weatherwax

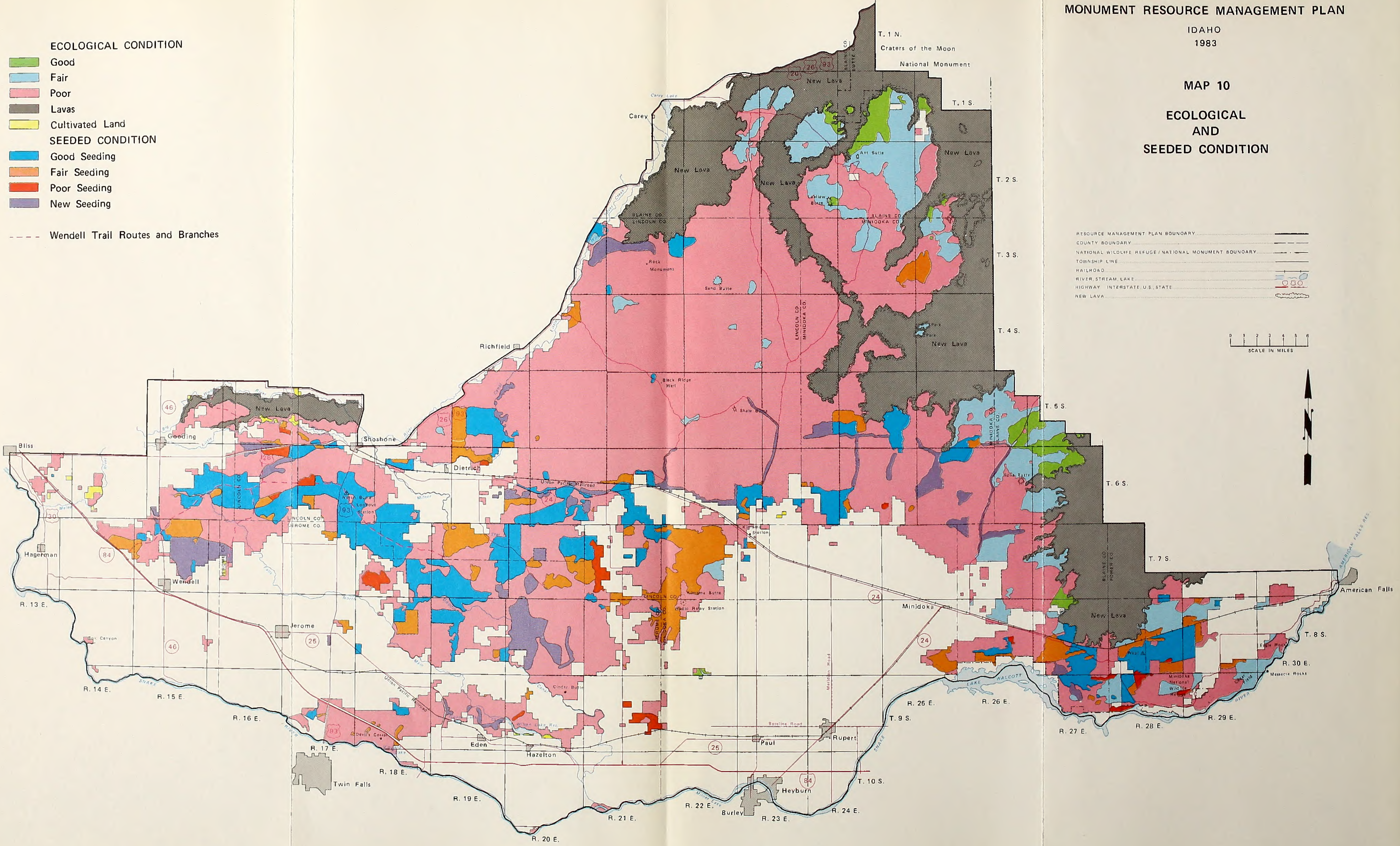
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO

1983

MAP 10

ECOLOGICAL AND SEEDED CONDITION



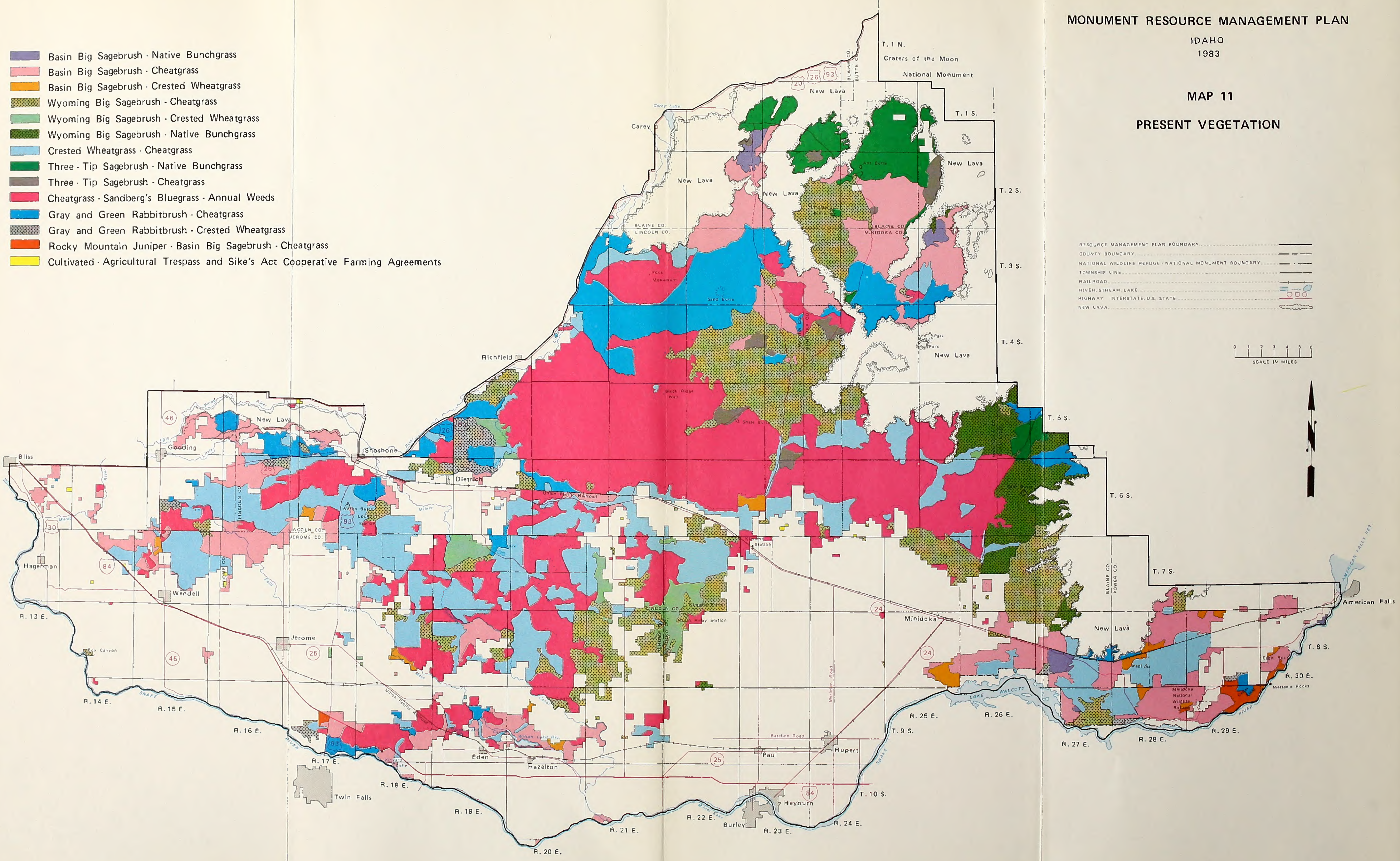
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 11

PRESENT VEGETATION

- ■ Basin Big Sagebrush - Native Bunchgrass
- ■ Basin Big Sagebrush - Cheatgrass
- ■ Basin Big Sagebrush - Crested Wheatgrass
- ▨ Wyoming Big Sagebrush - Cheatgrass
- ■ Wyoming Big Sagebrush - Crested Wheatgrass
- ▨ Wyoming Big Sagebrush - Native Bunchgrass
- ■ Crested Wheatgrass - Cheatgrass
- ■ Three - Tip Sagebrush - Native Bunchgrass
- ■ Three - Tip Sagebrush - Cheatgrass
- ■ Cheatgrass - Sandberg's Bluegrass - Annual Weeds
- ■ Gray and Green Rabbitbrush - Cheatgrass
- ▨ Gray and Green Rabbitbrush - Crested Wheatgrass
- ■ Rocky Mountain Juniper - Basin Big Sagebrush - Cheatgrass
- ■ Cultivated - Agricultural Trespass and Sike's Act Cooperative Farming Agreements



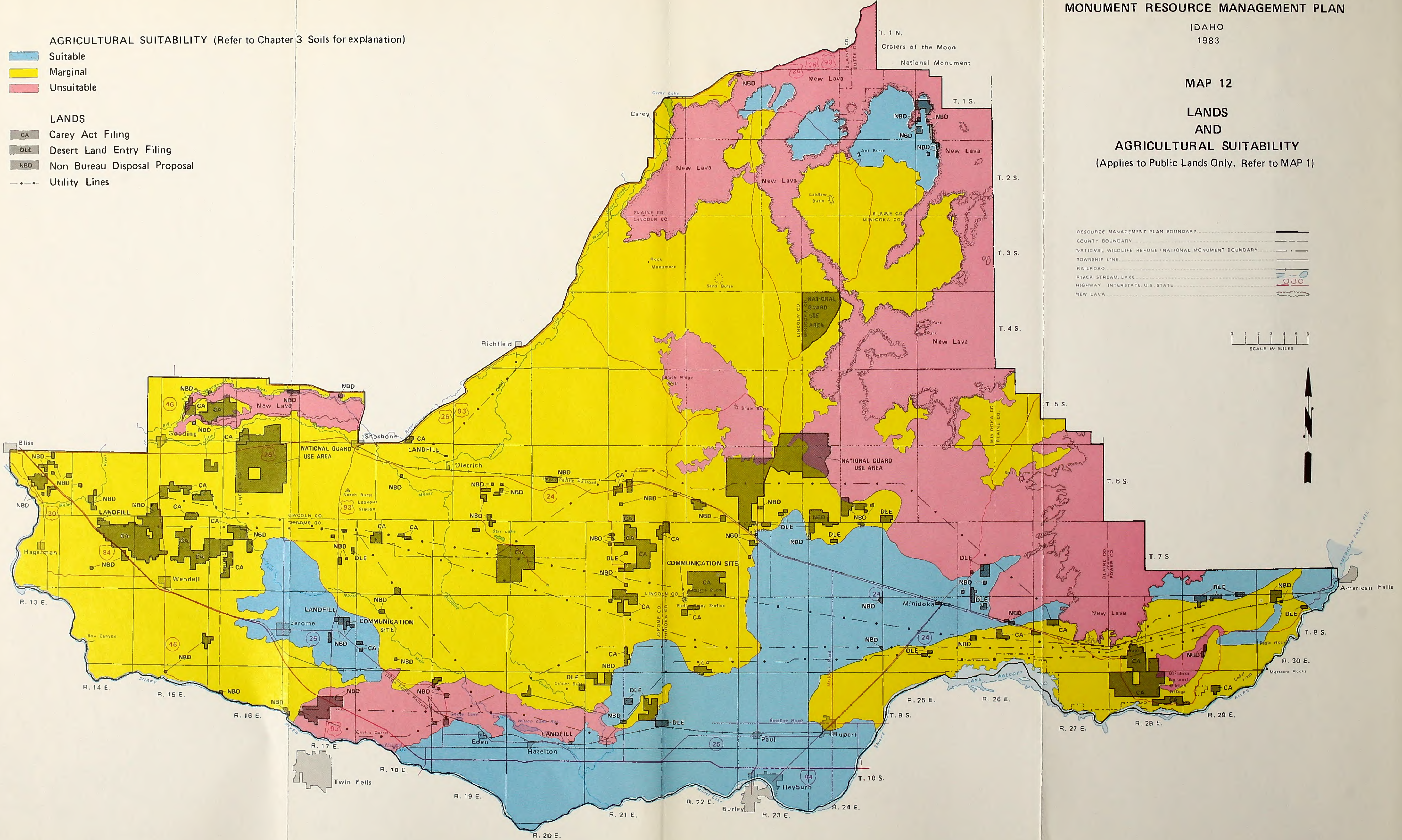
MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 12

LANDS AND AGRICULTURAL SUITABILITY

(Applies to Public Lands Only. Refer to MAP 1)



MONUMENT RESOURCE MANAGEMENT PLAN

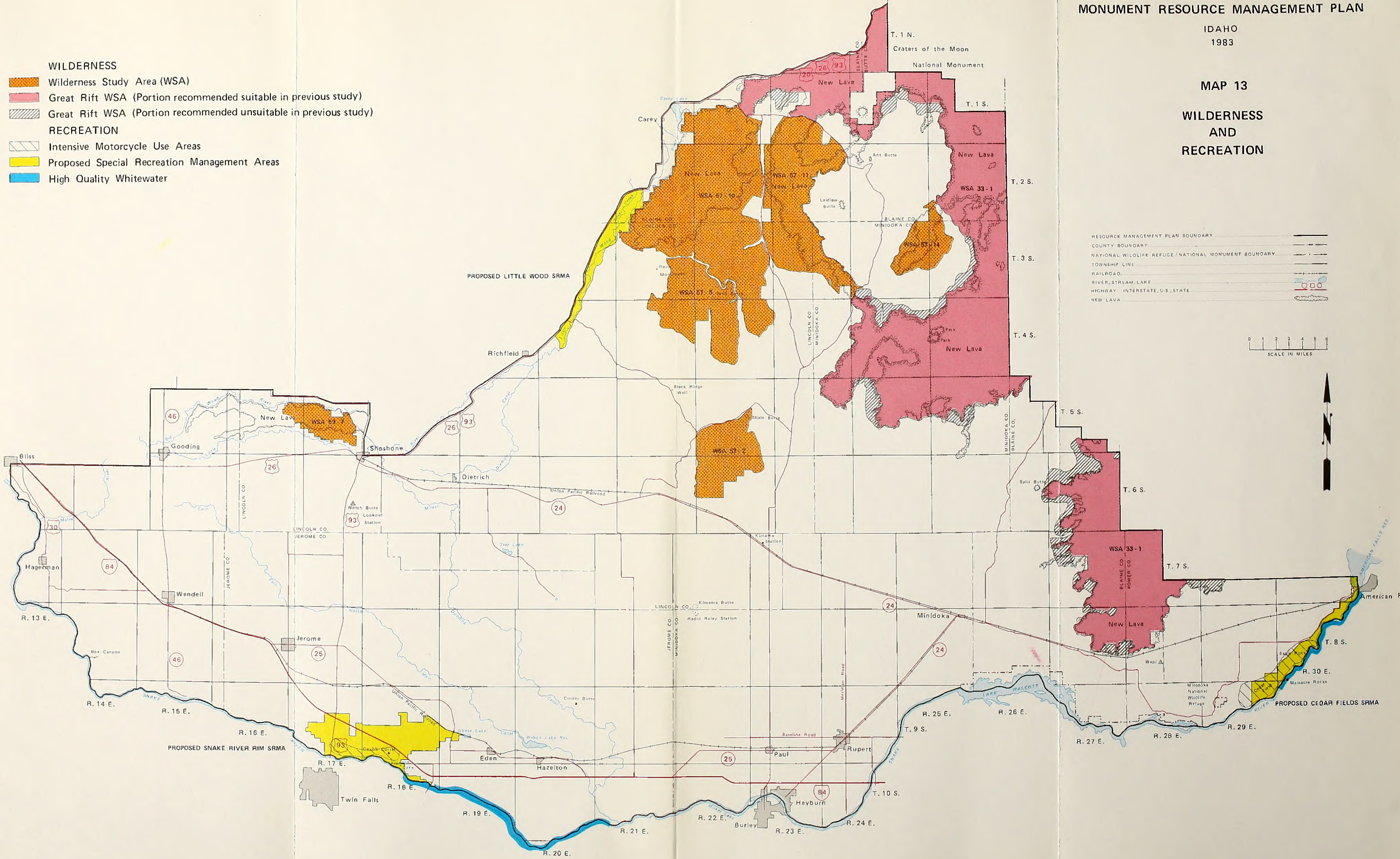
IDAHO
1983

MAP 13

WILDERNESS AND RECREATION

WILDERNESS
- ▨ Wilderness Study Area (WSA)
- 🟥 Great Rift WSA (Portion recommended suitable in previous study)
- ▨ Great Rift WSA (Portion recommended unsuitable in previous study)

RECREATION
- ▨ Intensive Motorcycle Use Areas
- 🟨 Proposed Special Recreation Management Areas
- 🟦 High Quality Whitewater



MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 14

GENERAL SOILS

ALLUVIAL SOILS

1 🟨 Little Wood - Carey Lake
2 🟨 Paulville - Declo
3 🟥 Woodskow - Decker - Arloval
4 🟥 Declo - Feltham

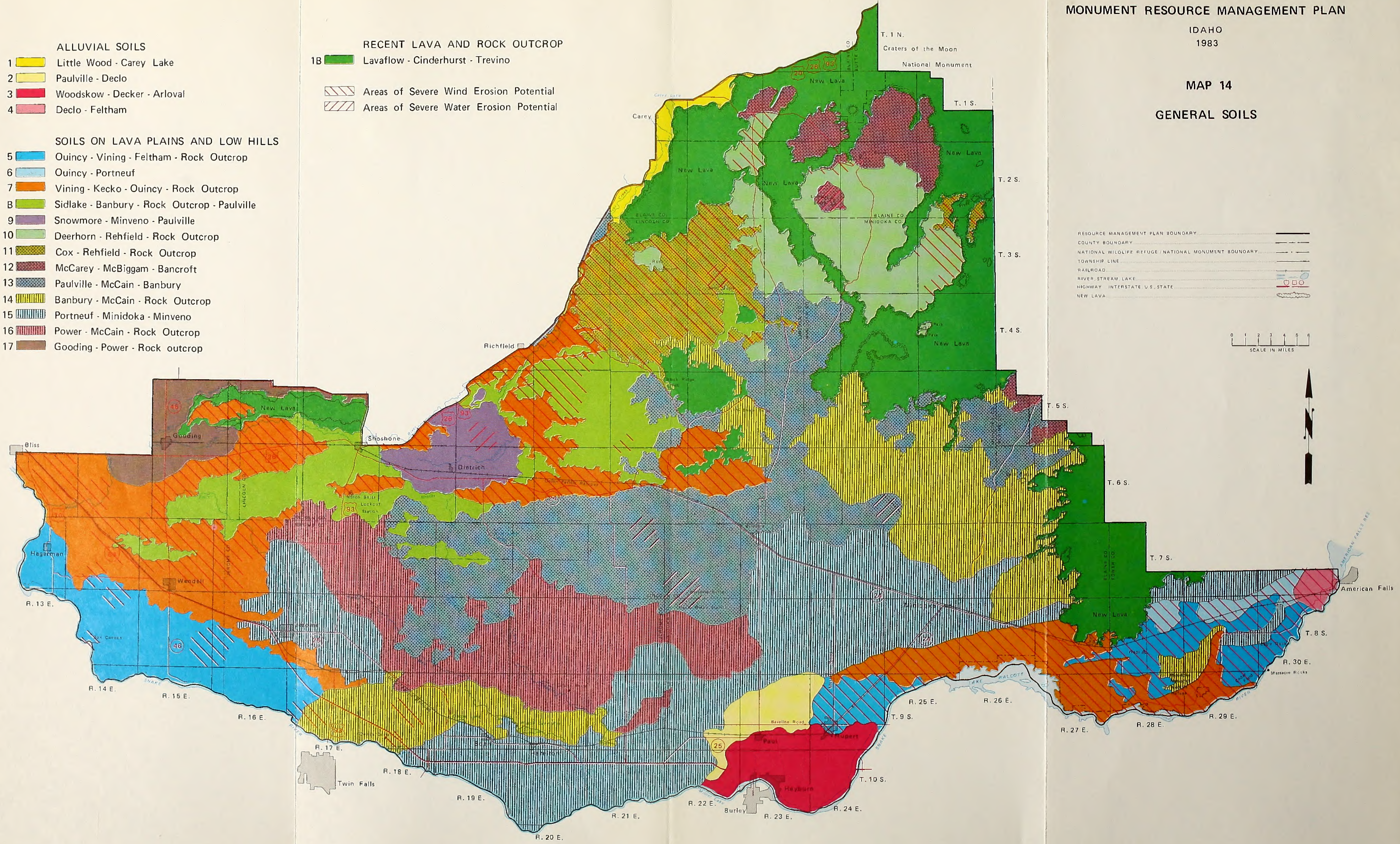
SOILS ON LAVA PLAINS AND LOW HILLS

5 🟦 Quincy - Vining - Feltham - Rock Outcrop
6 🟦 Quincy - Portneuf
7 🟧 Vining - Kecko - Quincy - Rock Outcrop
B 🟩 Sidlake - Banbury - Rock Outcrop - Paulville
9 🟪 Snowmore - Minveno - Paulville
10 🟩 Deerhorn - Rehfield - Rock Outcrop
11 ▨ Cox - Rehfield - Rock Outcrop
12 ▨ McCarey - McBiggam - Bancroft
13 ▨ Paulville - McCain - Banbury
14 ▥ Banbury - McCain - Rock Outcrop
15 ▥ Portneuf - Minidoka - Minveno
16 ▥ Power - McCain - Rock Outcrop
17 🟫 Gooding - Power - Rock outcrop

RECENT LAVA AND ROCK OUTCROP

1B 🟩 Lavaflow - Cinderhurst - Trevino

▧ Areas of Severe Wind Erosion Potential
▨ Areas of Severe Water Erosion Potential

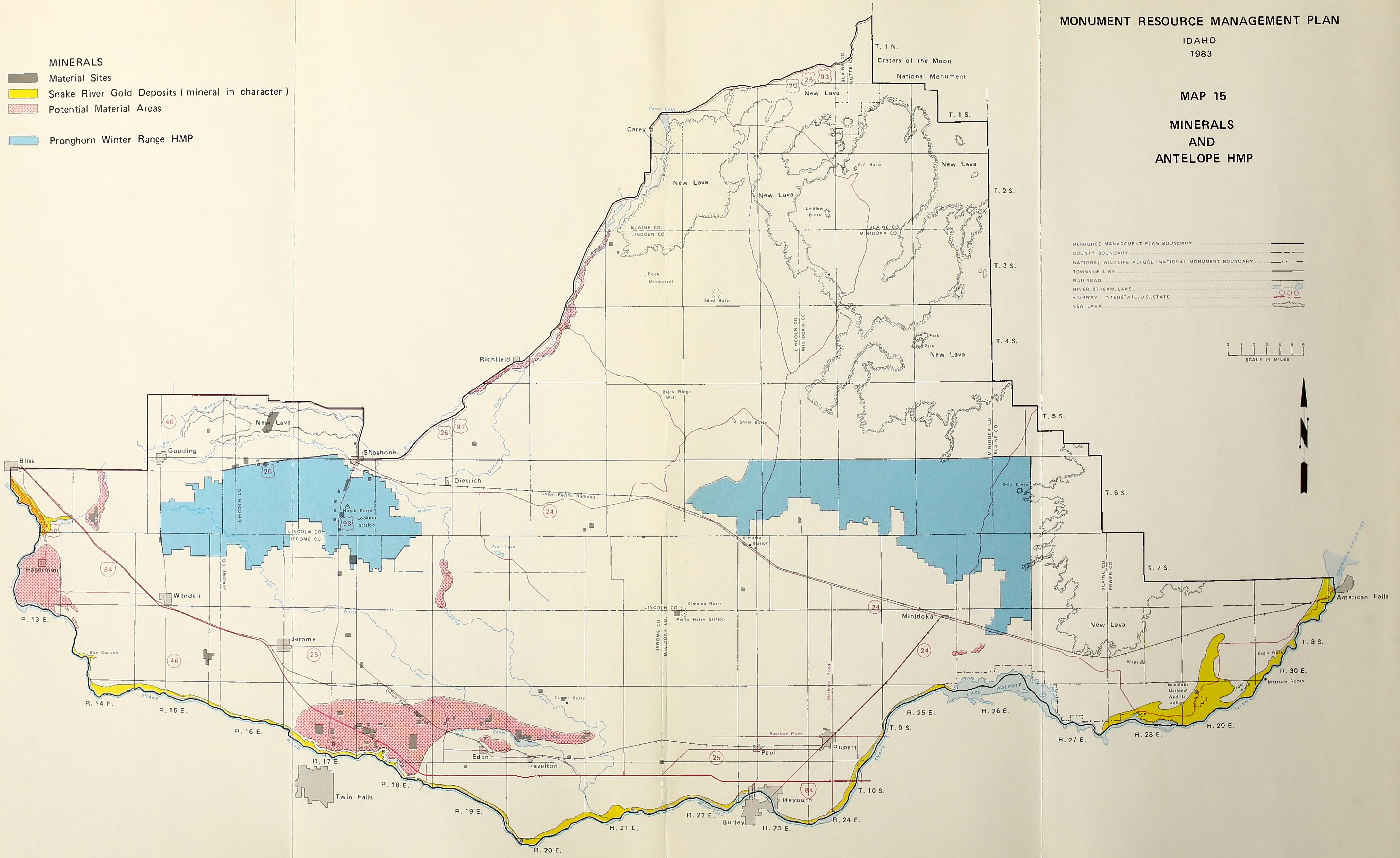


MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 15

MINERALS AND ANTELOPE HMP

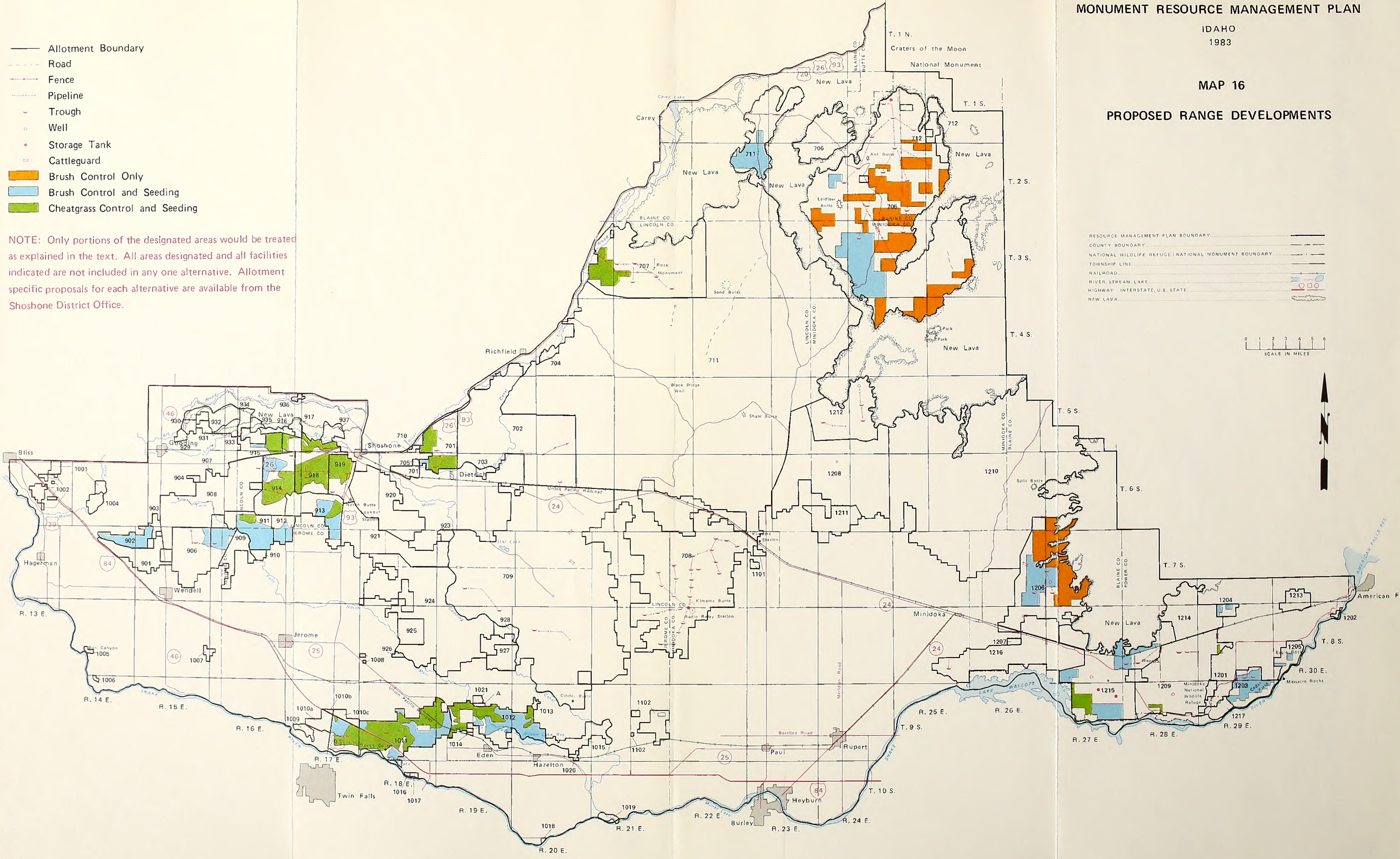


MONUMENT RESOURCE MANAGEMENT PLAN

IDAHO
1983

MAP 16

PROPOSED RANGE DEVELOPMENTS



—	Allotment Boundary
- - -	Road
-•-•-	Fence
·—·—	Pipeline
-	Trough
○	Well
●	Storage Tank
▭	Cattleguard
🟧	Brush Control Only
🟦	Brush Control and Seeding
🟩	Cheatgrass Control and Seeding

NOTE: Only portions of the designated areas would be treated as explained in the text. All areas designated and all facilities indicated are not included in any one alternative. Allotment specific proposals for each alternative are available from the Shoshone District Office.

Form 1279-3
(June 1984) BORROWE

SF 85.35 .I2 M66 1984

Proposed Monument res
management plan and

DATE LOANED	BORROWER

USDI - BLM

U.S. DEPARTMENT OF THE INTERIOR. As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

Bureau of Land Management
Library
Bldg. 50, Denver Federal Center
Denver, CO 80225